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DATE: December 12, 1989  
TO: All Interested Parties  
FROM: Chris Gustin, Planning Director  
SUBJECT: City of Half Moon Bay Land Use Plan

Attached is the City of Half Moon Bay Local Coastal Program, Land Use Plan, as certified by the California Coastal Commission on September 24, 1985.

Please note that this document also contains the California Coastal Commission Staff Report dated September 12, 1989. Across the top of the cover page is the phrase: "To be used in conjunction with Half Moon Bay LUP, Certified As Legally Adequate on 9/24/85". This Staff report contains all of the changes in the text required by the California Coastal Commission as a part of their Certification.

Without this Staff report and the note on the top of the page, the L.C.P. is not complete.

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STATE OF CALIFORNIA

GEORGE DEUKMEJIAN, Governor

CALIFORNIA COASTAL COMMISSION

CENTRAL COAST DISTRICT

701 OCEAN STREET, ROOM 310

SANTA CRUZ, CA 95060

(408) 426-7390

ADOPTED



September 12, 1985

TO: All Commissioners and Other Interested Parties

FROM: Edward Y. Brown, District Director  
David Loomis, Assistant District Director  
Jeri Sheele, Coastal Planner

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SUBJECT: CITY OF HALF MOON BAY SECOND  
LAND USE PLAN RESUBMITTAL

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Public Hearing and Action on Approval of Land  
Use Plan as Revised and Resubmitted. (For  
Commission Meeting of September 24, 1985.)

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Introduction & Background

On February 13, 1985, the Commission acted to deny the city of Half Moon Bay Land Use Plan (First) Resubmittal. The staff recommendation was for approval; however, the Commission acted to deny the LUP Resubmittal as a vote to approve was not concurred in by a majority of appointed Commissioners. Findings to support the Commission's February 13, 1985, action are also scheduled for adoption at the Commission's September 24, 1985, meeting.

On July 14, 1983, the Commission acted to deny the City of Half Moon Bay Land Use Plan (LUP) with suggested modifications. The revised findings to support the Commission's actions were adopted at the October 12, 1983, Commission meeting. The City of Half Moon Bay then took formal action to revise and resubmit the LUP. The Commission's Administrative Regulations in Section 13537(b) state that the Commission's certification with suggested modifications shall expire six months from the date of Commission action. The Commission took final action on July 14, 1983. Revised findings, reflecting the Commission's action on the Land Use Plan were subsequently adopted October 12, 1983. Approval of the suggested modifications had expired. Therefore, the modified LUP submitted in late 1984 was considered a resubmitted plan. A public hearing was held on February 13, 1985 and contrary to the staff recommendation, the Commission denied the LUP Resubmittal.

The Commission's predominant concerns which led to the denial of the First LUP Resubmittal centered around the Plan's Hazards Section -- shoreline protection devices and erosion policies. The Planning



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Commission and City Council held a joint public hearing on May 7, 1985, and adopted revised shoreline structure and hazard and erosion policies (See Exhibit 1).

This second LUP Resubmittal was filed on August 16, 1985, and also includes the City's revisions in accord with the previous suggested modifications adopted by the Commission in October, 1983 (see Exhibit 2). Staff review of the City's modified LUP policies and maps is contained in the findings. The information submitted by the City substantially conforms to the previously adopted suggested modifications. The City's revised shoreline structure, hazard and erosion control policies generally meet the intent of the Commission's concerns and Coastal Act hazard policies. Although there appears to be a few minor differences between the City's revised policies and the Commission's previously adopted suggested modifications, the intent of the adopted suggested modifications has been met by the City's submittals and findings can be made for conformance with the policies contained in Chapter 3 of the Coastal Act.

Correspondence since February, 1985, Commission Hearing

Staff has received four letters regarding the Half Moon Bay Land Use Plan since the Commission hearing in February. In addition, two letters were sent to the City during their recent local hearing process on shoreline structures. See Correspondence Summary, Exhibit 3 for details. The focus of the concerns expressed in the letters was predominantly the conversion of agricultural lands to urban use and associated impacts, public service capacity, the LUP sensitive habitat maps, and support for the Commission's concern about LUP erosion and shoreline structure policies.

The LUP as currently proposed does allow for the conversion of approximately 1,600 acres of agricultural land to urban use. However, the Commission has previously found that the circumstances of Half Moon Bay's past development patterns, existing water resources, economics and parcel sizes, and evidence of existing operational problems presented to the Commission, met the tests of Coastal Act Section 30241 for the conversion of much of the City's prime agricultural land. The Commission, in its approval of the LUP with suggested modifications, found that with the City's proposed modifications, the resubmitted Plan's public works policies may be consistent with the Coastal Act.

It should be noted that the previously approved findings on Public Works capacities for the City could significantly affect the capacity allocations for public works in the surrounding San Mateo County Local Coastal Program. The San Mateo County LCP was certified in early 1981 and based its capacity allocation system on buildout figures for both the unincorporated and incorporated areas of the County's coastside. The approval of significantly different and higher population projections for the City of Half Moon Bay may affect the implementation of some key policies in the San Mateo County LCP.

The first of these is the fact that the Commission has not yet received any information from the Government of the United Kingdom regarding the proposed changes to the law of the United Kingdom.

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Concern was expressed in correspondence received since the February 1985 hearing that the LUP Habitat Area Map does not show the small wetlands and dunes at Pillar Point Harbor. In checking the maps, staff confirms this to be true. However, LUP Section 3.4 "Habitat Areas and Water Resources Overlay Designation" notes that the overlay designation symbolically indicates the locations of habitat areas and are not definitive. The LUP contains the U.S. Fish & Wildlife Service definition of wetland and notes sensitive habitat definitions includes coastal marshes and sand dunes (Policy 3-1(a)). LUP Policy 3-2(a) states: Designate sensitive habitats to those, including but not limited to, shown on the Habitat Areas and Water Resources overlay. LUP Policy 3-3 sets forth criteria for the protection of sensitive habitats, Policy 3-4 contains permitted uses, and Policy 3-5 sets forth permit conditions. The LUP also contains policies regarding sand dunes. Policy 3-14(a) as modified designates all dune areas as protected sensitive habitats. Policy 3-15(a) states: In dune areas, permit only the following uses: (1) education and research, and (2) trails.

Although the LUP maps do not accurately reflect the location of all the sensitive habitat areas within the City limits (in this particular case staff notes the dune and marsh areas located at Pillar Point harbor and reference LUP Section 3.4), the policies do apply to all sensitive habitat areas whether mapped or not. The map may be used as a guideline, but the policies contained in LUP Section 3 (Environmentally Sensitive Habitat Areas: Marine & Water Resources), will be the basis for review for all development proposed within or adjacent to sensitive habitat areas. Finally, the City indicated on page 196 of the LUP (Zoning Measures to Carry Out the Land Use Plan) that the City expects the "addition of new sections (or adoption of a separate ordinance) to provide for regulation and performance standards which will implement policies in the Plan on hazards --- and protection of sensitive habitats." The City's clear intent is to protect all sensitive habitats by regulation, whether identified on maps or not.

The City's Second LUP Resubmittal contains only revised policies regarding erosion and shoreline structures. These proposed policies meet the intent of Coastal Act and Commission concerns (see following Findings on "Hazards"). Regarding concerns expressed at the local hearing, about revisions to the proposed modified shoreline structure policies, the City Council found the policies adequate as proposed by City staff without suggested revisions proposed by Half Moon Bay Properties. Commission staff would concur with this Council finding.

#### Exhibits

1. The City's adopted, revised shoreline, hazard and erosion policies.
2. The City's adopted revisions in accord with the suggested modifications adopted by the Commission, October, 1983.
3. Correspondence Summary.





I. STAFF RECOMMENDATION FOR APPROVAL OF THE  
SECOND LAND USE PLAN RESUBMITTAL

Staff recommends that, following a public hearing, the Commission adopt the following resolution and related findings.

The Staff recommends a YES vote on the following motion:

THE MOTION is introduced as follows:

I move that the Commission certify the Land Use Plan for the City of Half Moon Bay Local Coastal Program as resubmitted.

This motion requires a majority vote of the appointed membership of the Commission (7) to pass.

RESOLUTION: APPROVAL OF LAND USE PLAN AS RESUBMITTED

The Commission hereby certifies the Land Use Plan for the City of Half Moon Bay as resubmitted for the specific reasons discussed below on the grounds that as resubmitted: the Land Use Plan meets the requirements of and is in conformity with the provisions of Chapter 3 of the California Coastal Act to the extent necessary to achieve the basic goals specified in Section 30001.5 of the Coastal Act; the Plan contains a specified access component as required by Section 30500(a); the Plan is consistent with the applicable decisions of the Commission that shall guide local government actions pursuant to Section 30625(c); and approval of the Plan meets the requirements of Section 21080.5(c)(2)(i) of the Public Resources Code, as there are no further feasible mitigation measures of reasonable alternatives which could substantially lessen significant adverse impacts on the environment.

FINDING FOR APPROVAL

The Commission finds and declares as follows:

A. COASTAL ACCESS AND RECREATION

Public Access

Sections 30210, 30211, 30212 and 30214 require protection of existing public access and provisions of new accessways to and along the shoreline. Section 30220 provides for the protection of coastal areas suitable for water-oriented recreational activities; Section 30233 provides for the reservation of upland support areas. Section 30604 requires specific access findings for approval of coastal permits and Section 30500(a) requires a specific access component of the LUP. Section 30531 states that the Commission's access standards should be incorporated in the LUP.





The LUP contains numerous access provisions in both the Access/Recreation and Development chapters and as indicated on the Access Improvements Map. Policies 2-2, 2-13, and 2-25 have been clarified to identify all access points on the Access Improvements Map; and they are consistent with the continuous lateral access shown on the map. Review of access plans and provisions for acceptance of offers of access dedication by various agencies are contained in several policies and modification of those policies to allow for the maximum opportunity for providing access has occurred. The resubmitted LUP's Access Component is consistent with Coastal Act policies 30210-12, 30214, 30220, 30500(a) and 30531.

### Recreation

Section 30212.5 requires the distribution of public facilities to prevent overcrowding. Section 30213 requires protection and provision of lower cost visitor serving facilities. Sections 30220-1 require protection of coastal areas and oceanfront land suitable for recreation. Section 30222 requires priority for visitor-serving commercial recreational facilities over other uses, except agriculture and coastal-dependent industry. Section 30223 requires the reservation of uplands for necessary recreational support facilities. Section 30240b requires new development to be sited to prevent impacts which could degrade recreation and park areas. Section 30252.6 requires correlation of new development with local recreational needs of new residents.

Recreational uses designated by the LUP for the popular Half Moon Bay area include Regional Public Recreation (State Park and expansion southward, bluffs adjacent to Pillar Point Harbor) and potential recreational uses in the Planned Developments at Surf Beach (9.3.3.(e)), Venice Beach (9.3.4(e)), Miramontes Terrace North (9.3.5(d)), and Wavecrest (9.3.7.(d) and (j)).

The Wavecrest area is indicated as a suitable site for an urban recreational facility as it would be located within the city, in a planned development area that can accommodate it, and its development will not adversely affect important agricultural resources.

Additional needs for walk-in and recreational vehicle campsites west of Highway 1 in Half Moon Bay are well documented; the LUP provides for a maximum of 320 new campsites in expansion of one existing (State Park) and one new facility in the Wavecrest area; there is also one other existing RV park. The LUP, consistent with providing maximum access and recreational opportunities along the shoreline also provides for visitor-serving commercial recreational facilities to enhance coastal recreational activities where needed and such uses have clear priority over residential uses.

As resubmitted, the Land Use Plan will provide maximum recreation opportunities for the some one million annual visitors to the Half Moon Bay/Coastside area and for a growing local population, and is therefore consistent with the Recreation policies of the Coastal Act.





B. ENVIRONMENTALLY SENSITIVE HABITAT AREAS:  
MARINE & WATER RESOURCES

Section 30230 provides for maintenance, enhancement and where feasible, restoration of marine resources. Section 30231 provides for the protection of coastal waters. Section 30236 limits alteration of streams to specific beneficial uses. Section 30240 provides for the protection of environmentally sensitive habitat areas.

The Land Use Plan's Environmentally Sensitive Habitat Areas: Marine and Water Resources Component does provide a high level of protection for sensitive habitat areas. General Policies 3-1 to 3-6 define and designate sensitive habitats and establish uses consistent with resource protection. Specific policy groups (3-7, 3-14, 3-19, 3-21, and 3-22) identify specific habitats and generally provide for a level of protection consistent with Sections 30230 and 30240. Modifications have been made to clarify habitat policies and identify Department of Fish and Game authority, to achieve policy consistency, and to ensure clarity of language to provide for sufficient levels of habitat protection to meet Coastal Act requirements. In addition, because some of the policy language was originally developed for rural areas (San Mateo County LCP), clarification will be needed in implementation measures to ensure that these policies are applied consistent with the Coastal Act as intended.

As resubmitted, therefore, the Land Use Plan can be found consistent with the Coastal Act policies on habitat areas.

C. HAZARDS

Coastal Act Sections 30253(1) and (2) state:

Section 30253.

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

Coastal Act Sections 30235 and 30236 state:

Section 30235.

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to





serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fish kills should be phased out or upgraded where feasible.

Section 30236.

Channelizations, dams, or other substantial alterations of rivers and streams shall incorporate the best mitigation measures feasible, and be limited to (1) necessary water supply projects, (2) flood control projects where no other method for protecting existing structures in the floodplain is feasible and where such protection is necessary for public safety or to protect existing development, or (3) developments where the primary function is the improvement of fish and wildlife habitat.

The LUP Second Resubmittal deletes obsolete policies and provides new hazards policies, specifically Policy 4-2 and Policy 4-3, (See Exhibit 1). New Policy 4-2 is a portion of Coastal Act Section 30235 which only permits shoreline structures when required to serve coastal-dependent uses, protect existing structures, or public beaches. New Policy 4-3 is similar in content to the Commission adopted Statewide Interpretive Guidelines on "Geologic Stability of Blufftop Development". The policy sets forth criteria for blufftop development and contains requirements for site stability evaluation reports. Seawalls and cliff retaining structures to protect existing structures (4-1); setbacks from bluffs (4-5), investigation and mitigation (4-7, 4-8), and design (4-7, 4-10) are addressed in the Land Use Plan Resubmittal. Policy 4-4 has been deleted by the City in its entirety as its "bluff setback exception" was not applicable to any situation in the City. A section of Policy 4-9 has been deleted for clarity. Staff supports these deletions and clarifications.

A letter from Professor Walter D. Pilkey, University of Virginia, was presented to the Commission at the last hearing on the Half Moon Bay Resubmittal regarding shoreline structures. Copies of Professor Pilkey's letter are available from the Commission office. In summary, the letter states, "It is difficult to conceive of revetments, groins, etc., that will not cause a change in the sand supply budget to other sites. With a few exceptions of selected areas, it is time to consider halting the construction of the protective structures along the California coast. You cannot have simultaneously public recreation beaches and man-made, hard, protective stabilization. In the long run, protective structures lead to the loss of public beaches. The public will be well-served if we start to move, rather than protect, endangered buildings and utilities."





The fact that shoreline structures have adverse impacts on the shoreline is accepted among many experts in the field of coastal engineering and geology. In Saving the American Beach: A Position Paper by Concerned Coastal Geologists (March 1981) which was signed by 94 experts in the field of coastal geology, it is stated...

These structures are fixed in space and represent considerable effort and expense to construct and maintain. They are designed for as long a life as possible and hence are not easily moved or replaced. They become permanent fixtures in our coastal scenery but their performance is poor in protecting community and municipalities from beach retreat and destruction. Even more damaging is the fact that these shoreline defense structures frequently enhance erosion by reducing beach width, steepening offshore gradients, and increasing wave heights. As a result, they seriously degrade the environment and eventually help to destroy the areas they were designed to protect.

The City has revised hazards policies 4-2 and 4-3. As revised, they allow shoreline structures only as necessary to serve coastal-dependent development, existing structures or public beaches and when designed to mitigate adverse impacts on local shoreline sand supply. Revised Policy 4-3 adds review criteria for blufftop development and for geologic evaluations of such development. The LUP Resubmittal hazards policies reflect the intent of Coastal Act Section 30253(1) and (2), 30235 and 30236.

#### D. VISUAL RESOURCES

Section 30251 of the Coastal Act requires protection of the visual qualities of coastal areas. Section 30253(5) requires protection of special communities. Section 30240(b) requires development to minimize impacts on parks and recreation areas.

Plan policies address these sections by: regulations to protect the Highway 1 scenic corridor (7-1) and the visual background provided by coastal hills from Highways 1 and 92 (7-10); setbacks from blufftops for new structures (7-2); architectural review of all new development (7-5); and minimizing impacts of new development (7-5, 7-7, 7-8, 7-9, 7-10, 7-11, and 7-12). Policy 7-8 will protect the historic "downtown" as a special community.

Clarification will be needed in implementation measures to ensure that the LUP's protection of visual resources is applied to the scenic corridors of access routes to the beach, as these are important coastal recreation areas (30240(b), 30251). As resubmitted, therefore, the LUP's Visual Resources policies are consistent with Coastal Act requirements.





#### E. ARCHAEOLOGICAL AND PALEONTOLOGICAL RESOURCES

Section 30244 requires that impacts to archaeological and paleontological resources be mitigated. The Plan (Policies 6-2 thru 6-5) require investigation and mitigation of archaeological impacts, varying in strength of policy requirements depending on the size of development and proximity to known sites. No paleontological resources are known to exist in Half Moon Bay.

Policy 6-2 suggests that developments within 100 feet of a recorded site must survey the resources and recommend available mitigation measures prior to issuance of a permit. Actual sites are not mapped in the LUP however, nor will the recording agency (the Regional Archaeological Site Survey) allow the precise location of known sites to become common knowledge. Clarification will be needed during the implementation phase to develop the most appropriate methods for developers to obtain the necessary information and to ensure protection of archaeological resources. As resubmitted the LUP's archaeological resource policies meet the intent of Coastal Act requirements.

#### F. AGRICULTURE

Section 30241 requires that the maximum amount of prime agricultural land shall be maintained in agricultural production to assure the protection of the area's agricultural economy, and conflicts shall be minimized between agricultural and urban land uses through all of the following:

- (a) By establishing stable boundaries separating urban and rural areas, including, where necessary, clearly defined buffer areas to minimize conflicts between agricultural and urban land uses.
- b) By limiting conversions of agricultural lands around the periphery of urban areas to the lands where the viability of existing agricultural use is already severely limited by conflicts with urban uses or where the conversion of the lands would complete a logical and viable neighborhood or contribute to the establishment of a stable limit to urban development.
- (c) By permitting the conversion of agricultural land surrounded by urban uses where the conversion of the land would be consistent with Section 30250.
- (d) By developing available lands not suited for agriculture prior to the conversion of agricultural lands.
- (e) By assuring that public service and facility expansions and non-agricultural development do not impair agricultural viability, either through increased assessment costs or degraded air and water quality.





(f) By assuring that all division of prime agricultural lands, except those conversions pursuant to subdivision (b) of this section, and all development adjacent to prime agricultural lands shall not diminish the productivity of such prime agricultural lands.

Section 30240 requires that all other agricultural lands (non-prime) not be converted unless continued or renewed agriculture is not feasible or conversion would preserve prime agricultural land or concentrate development and conversion would be compatible with continued agriculture on the surrounding lands. Section 30243 provides for the long-term productivity of soils.

Prime agricultural land is recognized as a valuable resource by the Coastal Act. Section 30241 requires the maximum amount of prime agricultural land to be maintained in production unless viability is severely limited by urban conflicts. Section 30242 reinforces the protection of prime lands by allowing for conversion of non-prime lands if continued use of those lands is not feasible for agricultural use, or conversion would preserve prime land or concentrate development. A finding of feasibility is not required by the Coastal Act to preserve prime lands.

Section 30241 does state that the protection of the area's agricultural economy is the purpose of maintaining the maximum amount of prime agricultural land in agricultural production. Many factors contribute to agricultural economy, including the cost of materials, water, market price of crops, and return on capital investment. Also considered are the size and location of arable land, the quality of soils, and the price of land itself.

Agricultural land use in and around an urbanizing area poses very difficult issues in general, and these conflicts are perhaps more clearly defined in the coastal zone where development values are high.

The resubmitted LUP recognizes the continuing agricultural economy by acknowledging that half of the city's jobs are agriculture-related. By deferring development for at least ten years on 125 acres in production, designated "Urban Reserve", and by designating about 140 acres for "Horticultural Business", the LUP supports continuation of an agricultural economy in the city although at a reduced level. About half of the existing productive acreage would be converted in the near term to development, and the potential for agricultural use of that and other unused prime soils would be irreversibly lost.

The Commission finds that the circumstances of Half Moon Bay's past development patterns, existing water resources, economics and parcel sizes, and evidence of existing operational problems presented to





the Commission, meet the tests of Coastal Act Section 30241 for the conversion of much of the city's prime agricultural land. Several of the LUP's "legal" arguments regarding definitions in the Coastal Act are faulty, but are not necessary to justify the Land Use Plan.

The LUP's agricultural component, as resubmitted is therefore consistent with Coastal Act policies 30241, with its subsections (a) thru (f), and with policy 30242.

#### G. DEVELOPMENT

Section 30250(a), which favors concentration of development, is the general guiding Coastal Act policy for land use location and intensity. Other policies emphasizing concentration include Section 30252(2) which requires providing commercial facilities within residential development or areas that minimize use of coastal access roads; Section 30252(5) which requires assuring the potential for transit; and Section 30253(4) which requires minimizing energy consumption and vehicle miles traveled. All other policies must also be considered. In particular, public service constraints (30254), agricultural land preservation (30241, 30242) and habitat protection (30231, 30240) are all extremely important throughout Half Moon Bay. Visual resource protection (30251) and hazard avoidance (30253) are also relevant. The Plan contains text, general development policies, more specific policies for several development areas, a Land Use Map and land use designations which together suggest land uses, locations and most intensities of uses.

The resubmitted Plan's direction of development to certain significant resource areas in conflict with Section 30250(a) is corrected by deferral of conversion of some prime agricultural land in production to allow for agricultural enhancement, reduction of use conflicts, and developments first of lands not suited for agriculture.

On lands converted from production, or adjoining resource lands, important modifications of the Plan have been made to ensure that new development does not cause adverse impacts on the adjoining lands, by creating buffers to eliminate use conflicts, and by retaining agricultural water supplies.

In order to ensure that development occurs "in areas able to accommodate it", the Plan has been modified to require appropriate findings of service capabilities at the time of development approval so that the Plan's development phasing program is accurately reflective of the expected capabilities of public services and forecasts of regional population. Specific modifications to several of the Plan policies on development criteria ensure consistency between LUP Access proposals, resource policies, and development/public works policies.

The LUP's phasing program allows a substantial part -- over 60% -- of the first phase of development to occur on lands having resource value. While this may be consistent with Coastal Act Section 30250





because it would tend to concentrate a large part of coastside development inside the city limits, it is not consistent with Coastal Act resource protection policies to maintain that resources found within city limits are inherently less valuable than those found outside. Thus the LUP needs, and contains, specific policies which reserve nearshore lands needed for recreation, prevents development in some habitat areas and sets standards for development in other habitat areas, restricts development on hazardous lands, and reduces density on some peripheral lands with high open space value. Since the Plan did not provide comparable protection for prime agricultural land resources, and conversion of productive agricultural land for development is governed largely by Coastal Act policies 30241, 30350(a) and 30254, modifications have been made to maintain an existing Williamson Act preserve, place productive lands fronting lower Pilarcitos Creek (Miramontes Terrace North, Pilarcitos Creek South, Pilarcitos Creek North) in an Urban Reserve and to require new development adjacent to protected agricultural lands (Main St. South) to buffer agricultural uses. The LUP's development phasing program also reflects the priority land use policies of the Coastal Act by including lands suitable for priority types of development (e.g. visitor-serving) in early phases.

The Plan's two "Reserve" land use categories are dependent on timing (minimum 10 years for Urban Reserve) and infill (for Open Space Reserve). While these criteria are generally consistent with reasonable planning principles based on Coastal Act policies, the levels and types of development assigned to Urban Reserves are speculative, because adequate public services do not yet exist, Coastal Conservancy agricultural enhancement programs deriving from the Wavecrest Project have not yet been applied, in some cases Williamson Act preserve Act preserve contracts still exist, and the actual amount of development that might occur before either reserve is eligible for development are unknown. As resubmitted, the LUP establishes that public services need to be available to serve the approved development.

As modified, the resubmitted LUP's Development policies are consistent with Coastal Act Sections 30250, 30252(2) and (5).

#### H. PUBLIC WORKS

Section 30254 requires that where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development. Section 30250, 30252, 30241, 30231, and 30412 also address other aspects of public works and their service areas.

The LUP identifies existing public works constraints of domestic water, sewage capacity and highway capacity which presently occur in the urban Midcoastside. The urbanized county areas share with the



city in varying degrees these constrained public services. Table 10.1 estimates supportable populations according to the capacity of individual urban services (Note: no known source supports the finding that the existing roads can support a population of 26,440 to 51,738). The most significant present constraint to any new development in the El Granada-Princeton-Half Moon Bay area is the lack of available water for domestic use.

Recognizing limited service capacities, and reserving capacity for priority uses (Policy 10-4), the Public Works Component identifies the need for phasing city public works expansion based on regionally projected needs. The LUP overstated needs for public works by 2,000 units because it applied regional projections for Half Moon Bay and environs (urban county) to the city alone. This was corrected by modification of the LUP. However, public works expansion must be consistent with locational requirements for new development (30250(a)) and Commission review of sewer treatment sizing (30412) to assure consistency with numerous resource protection policies of the Coastal Act. The LUP modification of Policy 10-6 to limit the size and capacity of the first phase of public works expansion to the extent and amounts proposed within the areas of permitted urbanization has been made. The 2.0 MGD sewer capacity under construction to serve the urban Midcoastside has been found consistent with Sections 30254, 30250(a), 30212, and the Coastal Act's resource policies, and is the de facto limit of Phase I growth in Half Moon Bay and its urbanized environs. Public works facilities development will be tied to the first two phases of development by modified policy 10-6, and revised charts now accurately reflect approved buildout.

A number of specific modifications to the LUP's Development policies and Map have been made for overall plan consistency and protection of important coastal resources. With the City's proposed modifications, the resubmitted Plan's Public Works policies can be found consistent with the Coastal Act.

## I. CEQA

The resubmitted LUP contains feasible alternatives or feasible mitigation measures which would substantially lessen significant adverse environmental impacts. The resubmitted Plan with all the modifications proposed provides a degree of environmental protection at least as great as that of any state regulatory agency as required under Sections 30522 and 30253(3).













# City of Half Moon Bay

CITY HALL • 501 MAIN STREET  
HALF MOON BAY, CALIFORNIA 94019

FROM THE OFFICE OF  
Acting City Manager

TELEPHONE (415) 726-5566

RECEIVED

JUL 8 1985

CALIFORNIA  
COASTAL COMMISSION  
CENTRAL COAST DISTRICT

July 8, 1985

Mr. Dave Loomis  
Assistant Deputy Director  
Central Coast District  
California Coastal Commission  
701 Ocean Street, Room 310  
Santa Cruz, CA 95060

Dear Dave:

Enclosed for final processing by the California Coastal Commission is the City of Half Moon Bay Land Use Plan adopted March 22, 1983, and two subsequently adopted sets of modifications to that Plan. The modifications adopted by the City on September 4, 1984 were part of a previous Coastal Commission approval of our original Plan, and the modifications approved by the City on May 7, 1985 are a result of actions taken by the California Coastal Commission on February 13, 1985.

In addition to the City approved amendments I am providing you with copies of approving Resolutions by both the Planning Commission and City Council, minutes of the meetings where said actions took place, and affidavits of publication of all three above described actions. If you have need for additional information or submittals, please let me know and I will be happy to provide same.

Sincerely,

THE CITY OF HALF MOON BAY

Lester H. Clark  
Acting City Manager

LHC:rg

Attachment: List of enclosures.

EXHIBIT NO. /
APPLICATION NO.
HMB LUP Resubmitted
• Resolutions of Approval
• Revised Hazardous Policies
(Second Resubmission)
California Coastal Commission



RESOLUTION NO. 26-85

RESOLUTION OF THE CITY COUNCIL OF THE CITY  
OF HALF MOON BAY APPROVING CHANGES TO HALF  
MOON BAY'S GENERAL PLAN AND LOCAL COASTAL  
PROGRAM - LAND USE PLAN

WHEREAS, the City Council did approve Resolution  
12-83, adopting a Land Use Plan dated March 22, 1983, for the  
City's Local Coastal Program, and Resolution 13-83, amending the  
City's General Plan by inclusion of said Land Use Plan, and

WHEREAS, on July 14, 1983, the Coastal Commission did  
approve the said Land Use Plan with modifications, and

WHEREAS, on September 4, 1984, the Planning  
Commission did approve Resolution No. 84-45 recommending City  
Council adoption of the same, and

WHEREAS, the City Council did on September 4, 1984,  
approve certain changes to the said Land Use Plan and General  
Plan by Resolution 63-84, and resubmitted the Plan to the Coastal  
Commission, and

WHEREAS, on February 13, 1985, the Coastal Commission  
denied the modified Land Use Plan, requesting certain modifications  
thereto, and

WHEREAS, on May 7, 1985, the Planning Commission did  
consider a revised Land Use Plan, Exhibit A, hereto and hold a  
public hearing and did approve and recommend the revised Land  
Use Plan, Exhibit A hereto, by Resolution No. 85-11, and

WHEREAS, the City Council did duly hold a public





1 hearing on May 7, 1985, and did consider the modified Land Use  
2 Plan, Exhibit A hereto.

3 NOW, THEREFORE, BE IT RESOLVED, that the City Council  
4 finds that said changes are required to achieve consistency with  
5 the Coastal Act of 1976, and Public Resources Code §30500 et seq.  
6 and with the General Plan of the City of Half Moon Bay, and for  
7 the health, safety and welfare of the City of Half Moon Bay,  
8 and hereby approves and adopts the Land Use Plan with the  
9 modifications set forth in Exhibit a.

10 \* \* \* \* \*

11 PASSED AND ADOPTED by the City Council of the City  
12 of Half Moon Bay at a regular meeting thereof held on the 7th  
13 day of MAY, 1985, by the following vote:

14 AYES, COUNCILMEMBERS: Beer, Eriksen, Mello, Mullin; Mayor Bedesen

15 NOES, COUNCILMEMBERS: None

16 ABSENT, COUNCILMEMBERS: None

17  
18 Helen R. Bedesen  
19 HELEN S. BEDESEM, MAYOR

20  
21 ATTEST:

22 Ralphena R. Guest  
23 RALPHENA R. GUEST, CITY CLERK  
24  
25  
26





RESOLUTION NO. 85-11

RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF  
HALF MOON BAY APPROVING AND RECOMMENDING CITY COUNCIL  
ADOPTION OF CHANGES TO HALF MOON BAY'S GENERAL PLAN  
AND LOCAL COASTAL PROGRAM - LAND USE PLAN

WHEREAS, the City Council has heretofore, by Resolution 12-83, adopted a Land Use Plan, dated March 22, 1983, for its Local Coastal Program, and by Resolution 13-83, amended its General Plan by inclusion of said Land Use Plan, and

WHEREAS, on July 14, 1983, 1983, the Coastal Commission did approve the said Land Use Plan with modifications as set forth in EXHIBIT A hereto, and

WHEREAS, on September 4, 1984, the Planning Commission did hold a duly noticed public hearing to consider said changes, and

WHEREAS, on February 13, 1985, the Coastal Commission denied the modified Land Use Plan, requesting certain modifications thereto, and

WHEREAS, on May 7, 1985, the Planning Commission did hold a duly noticed public hearing to consider said changes.

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission finds that the said changes are required to achieve consistency with the Coastal Act of 1976, and Public Resources Code #30500 et. seq., and with the General Plan of the City of Half Moon Bay, and for the health, safety and welfare of the City of Half Moon Bay, and recommends City Council approval of the same to amend Half Moon Bay's said Land Use Plan and General Plan.

\* \* \* \* \*

Passed and adopted by the Planning Commission of the City of Half Moon Bay, at a regular meeting thereof held on the 7th day of May, 1985, by the following vote:

AYES, COMMISSION MEMBERS: Foster, Mier, Buck, Giovannoni

NOES, COMMISSION MEMBERS: None.

ABSENT, COMMISSION MEMBERS: Ceverha

APPROVED:

ATTEST:



David Mier, Vice Chairman



Marlene Broberg, Planning Secretary



GENERAL PLAN/COASTAL LAND USE PLAN REVISIONS  
TO COMPLY WITH STATE REQUEST OF FEBRUARY 13, 1985

Policy 4-2 (Delete)

Revetments, groins, pipelines, outfalls, and other such construction that may alter natural shoreline processes shall be permitted when designed to eliminate or mitigate adverse impacts on local shoreline sand supply and so as not to block lateral beach access.

Policy 4-2 (New)

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. (Portion of Section 30235 Coastal Act of 1976.)

Policy 4-3 (Delete)

No new permanent structures shall be permitted (as defined in 30235) within the area included in the projected 50-year line of cliff retreat unless the project applicant can demonstrate that the projected rate of retreat has been or will be reduced by permitted shoreline stabilizing structures so as to eliminate the hazard to the structure within such period.

Policy 4-3 (New)

Development permitted shall comply with the following controls and regulations:

- (A) The area of demonstration of stability includes the base, face, and top of all bluffs and cliffs. The extent of the bluff top considered should include the area between the face of the bluff and a line described on the bluff top by the intersection of a plane inclined a 20 degree angle from the horizontal passing through the toe of the bluff or cliff, or 50 feet inland from the edge of the cliff or bluff, whichever is greater.
- (B) Permit bluff and cliff top development only if design and setback provisions are adequate to assure stability and structural integrity for the expected economic life span of the development (at least 50 years) and if the development (including storm runoff, foot traffic, grading, irrigation, and septic tanks) will neither create nor contribute significantly to erosion problems or geologic instability of the site or surrounding area. Prohibit development on bluff faces except for stairways for public access to the beach.
- (C) Prohibit land divisions or new structures identified in areas described in A and B above, that would require the need for bluff protection work.
- (D) Require the submittal of a site stability evaluation report for an area of stability demonstration prepared by a soils engineer or a certified engineering geologist, as appropriate, acting within their areas of expertise, based on an on-site evaluation. The report shall consider
  1. Historic, current and foreseeable cliff erosion, including investigation of recorded land surveys and tax assessment records in addition to the use of historic maps and photographs where available, and possible changes in shore configuration and transport.





2. Cliff geometry and site topography, extending the surveying work beyond the site as needed to depict unusual geomorphic conditions that might affect the site and the proposed development.
3. Geologic conditions, including soil, sediment and rock types and characteristics in addition to structural features such as bedding, joints, and faults.
4. Evidence of past or potential landslide conditions, the implications of such conditions for the proposed development, and the potential effects of the development on landslide activity.
5. Wave and tidal action, including effects of marine erosion on seacliffs.
6. Ground and surface water conditions and variations, including hydrologic changes caused by the development (e.g., introduction of irrigation water to the ground-water system; alterations in surface drainage).
7. Potential effects of seismic forces resulting from a maximum credible earthquake.
8. Effects of the proposed development including siting and design of structures, landscaping, drainage, grading, and impacts of construction activity on the stability of the site and adjacent area.
9. Any other factors that may affect slope stability.
10. Potential erodibility of site and mitigating measures to be used to ensure minimized erosion problems during and after construction (i.e., landscaping and drainage design).







# City of Half Moon Bay

CITY HALL • 501 MAIN STREET  
HALF MOON BAY, CALIFORNIA 94019

FROM THE OFFICE OF  
CITY PLANNER

*rec'd 11/13/84*  
CALIFORNIA COASTAL COMMISSION  
CENTRAL COAST DISTRICT OFFICE  
701 OCEAN STREET, ROOM 310  
SANTA CRUZ, CA 95060

TELEPHONE (415) 726-5566

November 9, 1984

Mr. David Loomis  
Assistant District Director  
California Coastal Commission  
701 Ocean Street, Room 310  
Santa Cruz, Ca. 95060

Dear Dave,


Per our telephone conversation, I have enclosed the material we discussed with the appropriate tabs at the bottom of the pages.

I will see you on Friday, November 16th at 9:30 a.m.

Sincerely,

Lester H. Clark  
City Planner *LHC*

LHC/mb

EXHIBIT NO. 2
APPLICATION NO. <i>HMB LUP Resubmittal</i>
• Resolution of Approval • Policies, Tables + Maps
 <i>(1st Resubmittal)</i> California Coastal Commission



RESOLUTION NO 63-84

RESOLUTION OF THE CITY COUNCIL OF THE CITY  
OF HALF MOON BAY APPROVING CHANGES TO  
HALF MOON BAY'S GENERAL PLAN AND LOCAL COASTAL  
PROGRAM - LAND USE PLAN

WHEREAS, the City Council did approve Resolution  
12-83, adopting a Land Use Plan dated March 22, 1983, for the  
City's Local Coastal Program, and Resolution 13-83, amending  
the City's General Plan by inclusion of said Land Use Plan,  
and

WHEREAS, on July 14, 1983, the Coastal Commission did  
approve the said Land Use Plan with modifications as set forth  
in EXHIBIT A hereto, and

WHEREAS, on September 4, 1984, the Planning Commission  
did approve Resolution No. 84-45 recommending City Council  
adoption of the same, and

WHEREAS, the City Council did on September 4, 1984,  
hold a duly noticed public hearing to consider said changes.

NOW, THEREFORE, BE IT RESOLVED, that the City Council  
finds that said changes are required to achieve consistency with  
the Coastal Act of 1976, and Public Resources Code § 30500 et. seq,  
and with the General Plan of the City of Half Moon Bay, and  
for the health, safety and welfare of the City of Half Moon Bay,  
and hereby approves and adopts the modifications set forth in  
EXHIBIT A.

\* \* \* \* \*

PASSED AND ADOPTED by the City Council of the City





1 adjourned Joint Council/Planning Commission  
2 of Half Moon Bay at a ~~regular~~ meeting thereof held on the  
3 11th day of September, 1984, by the following vote:

4 AYES, COUNCILMEMBERS: Bedesem, Beer, Eriksen; Mayor Mello

5 NOES, COUNCILMEMBERS: None

6 ABSENT, COUNCILMEMBERS: Mullin

7  
8   
9 MELVIN A. MELLO, SR., MAYOR

10 ATTEST:

11  
12   
13 RALPHENA R. GUEST, CITY CLERK





( LAND USE PLAN ( )  
REVISIONS TO COMPLY  
WITH STATE CERTIFICATION  
July 14, 1983

Policy 2-1 (Fischer letter Item #1)

The State Department of Parks and Recreation, other State agencies, the County of San Mateo, or any private agency organized for the purpose of accepting dedications for public use, shall be designated to accept offers of dedication required by this Plan to increase opportunities for public access and recreational use of the Regional Public Recreation Area designated on the Land Use Plan Map. Any offers of dedication or easement required by this Plan shall be reserved until accepted by one of the above listed entities. or until the expiration of twenty years from the date of offer. Such reservation shall be held by the City until accepted by one of the above listed agencies.

Policy 2-2 (Fischer letter Item #2)

For all new development along the Shoreline Trail alignment shown on the Access Improvements Map, within 200 feet of bluff or foredune edge, granting of lateral easements to allow for continuous public access along the shoreline shall be mandatory unless publicly owned blufftop land suitable for trail development intervenes between the development and the bluff edge. All beach seaward of the base of the bluff shall be dedicated. At a minimum, the dedicated easement shall have a width sufficient to allow an adequate trail and to protect the privacy of any residential structures built near the accessway.

Lateral trails along the bluff edge shall be set back at least 10 feet and native vegetation shall be established between the trail and the edge to stabilize the bluff top.

Policy 2-4 (Fischer letter Item #3)

~~The State Department of Parks and Recreation shall~~ Any public agency holding beach lands may review all accessway plans on property abutting the State Beach and County Acquisition area to ensure they are consistent with the adopted State Park General Plan or Land Use Plan in other areas.

Policy 2-10 (Fischer letter Item #4)

In implementing all proposals made in this Plan for expanding opportunities for coastal access and recreation, the State of California, the County of San Mateo, or any private entity organized for acquisition of public dedication ~~shall~~ are expected to make all purchases. The City's role shall be to require dedications as provided in this Plan in order to reduce required purchases, and to retain any offers of dedication or easements required by this Plan as open for acceptance by the above listed entities. ~~for a period of twenty years~~

Policy 2-13 (Fischer letter Item #5)

Close the northern end of Mirada Road where it intersects with Highway 1 to eliminate blufftop parking and resulting blufftop erosion. The trail as shown on the Access Improvements Map shall not be prohibited and if parking is provided in the adjacent unincorporated area an improved public pedestrian access (ramp or stairs, to the beach would be appropriate.



Policy 2-23 (Fischer letter Item #7)

~~Locate all new picnic, water, and toilet facilities and day use campgrounds north of Holly Avenue, near new parking facilities.~~

Policy 2-25 2-24 (Fischer letter Item #8)

Use landscaping and signs to separate horse and pedestrian trails. Restrict horseback riding to ~~that portion of the recreation area north of Seawall (as relocated)~~ trails and areas as shown on the Access Improvements Map.

Policy 2-32 2-31 (Fischer letter Item #9)

Locate new or expanded commercial recreation facilities in areas already established for such uses, with priority to locations in the commercial core of the City, except where use characteristics are incompatible with densely developed commercial areas (e.g. stables and golf courses). Commercial facilities which are strongly connected with and support recreational uses (such as a fishing supply store at Pillar Point Harbor) shall be encouraged to locate in close proximity to the recreational activity.

State (Fischer letter Item #10a)

At the State level, the Department of Fish and Game maintains surveillance of waste water discharges, oil drilling, utilization of fishery resources, and the harvesting of invertebrates and aquatic plants as well as as permit authority over in-stream uses. Any use of land or water up to the mean high tide line which is publicly owned must be permitted by the State Lands Commission. A permit is required from the Regional Water Quality Control Board for dredging, dumping, or any other activity which might adversely affect water quality. ~~The California Coastal Commission has authority over any development within 1,000 yards of the mean high tide line and 3 miles out to sea.~~

3.3 General Background and Issues (Fischer letter Item #10a)

Human disruption of sensitive habitats has resulted from a large number of activities resulting in interference of natural processes and/or elimination of habitat. The close proximity of the City to a major urban area has created many potential resource management problems and a corresponding need for managing and protecting these resources.

The State of California, through its Parks and Recreation Department, and the City of Half Moon Bay, through its plans and ordinances, provide protection for environmentally sensitive areas that partially which substantially meet the requirements of the Coastal Act.

However, stronger policies are ~~may be~~ needed to: (1) ensure effective administration and more focused protection by specifying permitted uses and performance criteria for different types of habitats, (2) restore damaged sensitive habitats, and (3) balance Coastal Act requirements for protection of fragile resources with requirements for the provision of shoreline access while keeping in mind that the protection of environmentally sensitive habitats has highest priority.





Since most sensitive habitats in Half Moon Bay are related to streams and the coastal bluff and foredune area, problems associated with maintenance and restoration are closely linked with hazard and water resource issues. Existing public ownerships and General Plan policies offer major opportunities for protection of habitats, along with the accomplishment of other objectives.

## RIPARIAN HABITATS

### Background Information

#### Definitions

##### Riparian Area

The Local Coastal Plan defines "riparian area" as any area of land bordering a stream or lake, including its banks. It includes land at least up to the highest point (in cross section) of an obvious channel or enclosure of a body of water. Such areas extend to the outer edge of appropriate indicator plant species (see Riparian Vegetation).

#### 3-14 Designation of Sand Dune Habitats (Fischer letter Item #13)

- (a) Designate all dune areas ~~set forth on the Habitat Areas and Water Resources Overlay~~ as protected sensitive habitats. (page 65)

#### 3-35 Preservation of Habitats (Fischer letter Item #16)

- (a) Require preservation of all rare and endangered species habitats ~~critical habitats~~ using the policies of this Plan and ~~implementing~~ ordinances of the City.

#### Policy 4-2 (Fischer letter Item #17)

Revetments, groins, pipelines, outfalls, and other such construction that may alter natural shoreline processes shall be permitted. ~~when designed to eliminate or mitigate adverse impacts on local shoreline sand supply and so as not to block lateral beach access.~~ These uses shall not cause cumulative adverse impacts on sand supply, nor shall they cause loss of sand supply to another site.

#### Policy 4-4 (Fischer letter Item #18)

~~No building or substantial structure shall be permitted to be built within 50 feet of the bluff edge except where such structure is separated by a public road from the bluff edge and conforms to Policy 4-3. A geologic report shall be required for any structure to be built within 100 feet of the bluff edge assessing the prospective hazard to the structure.~~

#### Policy 4-9 4-8 (Fischer letter Item #19)

No new permitted development shall cause or contribute to flood hazards. ~~in accordance with provisions set forth in Chapter II, Section 3, of this Plan.~~



Policy 4-10 4-9 (Cont...)

All development shall be designated and constructed to prevent increases in runoff that would erode natural drainage courses. Flows from graded areas shall be kept to an absolute minimum, not exceeding the normal rate of erosion and runoff from that of the undeveloped land. Storm water outfalls, gutters, and conduit discharge shall be dissipated.

Policy 7-13 (New added) (Fischer letter Item #20)

The City will establish regulations to protect scenic corridors along all designated primary shoreline access routes where existing permits or development does not exist.

Policy 6-2 (Fischer letter Item #21)

Prior to the issuance of a permit for any development within 100 feet of any recorded archaeological site identified in Figure 6.1 (page 82), the City will require the submission of a report by a qualified archaeologist regarding the resources which ~~may~~ be affected and mitigation measures necessary to protect the site or to undertake salvage of archaeological materials before development. Any permit shall be conditioned upon reasonable measures taken to mitigate the impact of development on archaeological resources. These may include (1) designating construction to avoid important resources, (2) covering the site with fill, and (3) site sampling and salvage.

Policy 9-2 (Fischer letter Item #27)

The City shall ~~monitor~~ annually the rate of build-out in categories designated for development. If the rate of build-out exceeds the rate on which the estimates of development potential for Phase I and Phase II in the Plan are based, further permits for development or land divisions shall not be issued outside existing subdivisions until a revised estimate of development potential has been made. At that time the City shall establish a ~~maximum~~ number of development permits to be granted each year in accordance with expected rates of build-out and service capacities. No permit for development shall be issued unless a finding is made that such development ~~can~~ will be served upon completion with water, sewer, schools, and road facilities, including such improvements as are provided with the development. (See Table 9.3, p. 132).

Policy 9-4 (Fischer letter Item #29)

All new development, other than development on parcels designated Urban Reserve or Open Space Reserve on the Land Use Plan Map permitted while such designations are effective, shall have available water and sewer services and shall be accessed from a public street or shall have access over private streets to a public street. Prior to issuance of a development permit, the Planning Commission or City Council shall make the finding that adequate services and resources will be available to serve the proposed development upon its completion and that such development is located within and consistent with the policies applicable to such an area designated for development. The applicant shall assume full responsibility for costs incurred in the service extensions or improvements that are required as a result of the proposed project, or such share as shall be provided if such project would participate in an improvement or assessment district. Lack of available services or resources shall be grounds for denial of the project or reduction in the density otherwise indicated in the Land Use Plan. (See Table 10.3, p. 189).





Policy 9.3.5 (Fischer letter Item #30)

Delete existing text.

Policy 9.3.5, 9.3.6, 9.3.7, 9.3.8, 9.3.9, 9.3.10, and 9.3.11 (Fischer letter Item #30)

Revise Table of Content and titles to reflect deletion of text of 9.3.5.

Policy 9.3.11 (Fischer letter Item #30)

Replace relocated text and title with following:

Policy 9.3.11 Pilarcitos West Urban Reserve (Fischer letter Item #30)

"This area contains about 145 acres of land and is generally located east of Railroad Avenue, north of Kelly Avenue, west of Matteucci lands designated PD, Ocean Shore Subdivision and Coast Highway I and south of Casa del Mar Subdivision. The area has a potential for buildout of approximately 1000 additional dwelling units. All of the lands in this area contain Class II soils with some Class I and on-site wells near the creek have traditionally provided water for farming."

Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2 (P.137), development of the Pilarcitos West Urban Reserve area shall be subject to the following conditions:

- (a) A specific plan may be prepared for this area which addresses agricultural enhancement and resolves conflicts with adjacent residential and recreation uses so as to maintain the maximum amount of land in production and to restrict unnecessary public access to agricultural operations.
- (b) Permitted development shall be limited to facilities associated with agricultural use of the land (e.g. farmhouses, wells, reservoirs, lot line adjustments, fences) and limited recreation (e.g. trails) buffered from agricultural operations.

Policy 9.3.12 (Fischer letter Item #30)

Replace deleted text and title with the following:

Policy 9.3.12 Matteucci (Fischer letter Item #30)

"This area contains about 5½ acres of land and is generally located west of Pilarcitos Park Subdivision, south of Pilarcitos Creek, north of Kelly Avenue and east of lands designated Pilarcitos West Urban Reserve. The area being approximately the easterly 225 feet of the Matteucci holdings in this area."

Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2 (p.137), development of the Pilarcitos Creek North area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open



space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

- (b) If development occurs during the existence of the Pilarcitos West Urban Reserve, or after development potential on the adjacent agricultural land has been extinguished, the development shall include all necessary buffer improvements (including but not limited to such techniques as setbacks and fences) to confine urban impacts to the development site and avoid conflicts with permanent agricultural use of the adjacent lands.
- (c) All water rights on the Matteucci parcel shall be preserved for adjacent lands either by dedication, or creation of an undevelopable parcel along the Pilarcitos Creek frontage that retains riparian rights, or some similar technique. This does not necessarily require retention of the existing reservoir.
- (d) A total of not more than 42 units may be developed on this site.

Policy 9.3.13 (Fischer letter Item #30)

Replace deleted text and title with the following:

Policy 9.3.13 Public Facilities (Fischer letter Item #30)

"This area contains about four acres of land and is adjacent to the City's sewage treatment facility. Approximately one acre east of the existing plant (Landstra) but not interfering with the plan for a southerly extension of Pilarcitos Avenue, three acres on the south (Lutheran Church) adjacent to the existing plant."

Proposed Development Conditions

- (a) The one acre parcel to the east (Landstra) of the existing facilities shall be developed for corporation yard and administrative facilities and so designed to avoid conflicts with the Pilarcitos Avenue plan line.
- (b) The maximum three acre site to the south (Lutheran Church) shall be developed as reclamation facilities associated with the existing treatment plant. Treated water shall be made available, to the extent feasible under environmental health regulations, for nearby agricultural uses and stream replenishment.

Policy 9.3.10(d)

Revise as follows:

Policy 9.3.9(d) (Fischer letter Item #33)

- (d) An accessway to the beach from the property shall ~~may~~ be constructed and dedicated for public use, in accordance with designs approved by the Planning Commission, sufficient to assure safe and adequate access to the beach at times of high tides.

Add Policy 9.3.17 as follows:

Policy 9.3.17 South Main Street/Cassinelli (Fischer letter Item #35)

This area contains 4 1/2 acres of land east of Main Street in a strip 200 feet wide from Magnolia Street to about 500 feet north of Higgins/Purissima Road. The area





is unsubdivided, but is bordered on the north by high density housing, on the south by a telephone company warehouse, on the east by agricultural lands in the County, and on the west (across Main Street) by an automobile dealership. Although the site contains Class I soils, it has not been leased for farming in recent years, nor has a 100-foot strip immediately adjacent in the County.

### Alternatives

Like other prime agricultural lands in the central portion of the City, the Coastal Act's highest priority for this area would be for strengthened agricultural use. In particular, the site's contiguity to a large productive parcel and previous history of being farmed in conjunction with that area are beneficial. Nevertheless, urban development now borders the property, and this portion of Main Street has been beautified and sidewalks have been installed in anticipation of development. One development proposal for the site was suggested in recent years but not implemented: a high density subsidized housing project. Uses which do not include residents, however would pose many fewer conflicts with the adjacent uses.

### Proposed Development Conditions

- (a) A specific plan shall be prepared for all site development as part of any application for a permit on the site.
- (b) Uses shall be light industrial or commercial, similar in character to the warehouse and auto dealer nearby, or residential of a maximum 35 units.
- (c) Permitted uses shall be buffered from adjacent agricultural areas. At a minimum, walls, landscaping, and setbacks shall be included in the project to prevent conflicts with the continuation of agriculture.

### Table Revisions (Fischer letter Item #36)

Revise Tables 9.1 (pp 119-121) 9.2 (pp 131) 9.3 (pp 132) to reflect revised build-out figures. (See attached Exhibit "A")

(Fischer letter Item #37)

Revise footnote on page 176 to be consistent with LUP Section 9 projection.

1. As indicated in Section 9, regional projections indicate a potential demand for 3,700 new dwelling units by 1990 and an additional 2,000 in the City of Half Moon Bay and Environs by the year 2000. The Plan's phasing proposes to accommodate 2,500 by 1992 and an additional 2,927-3,073 by the year 2000. It is anticipated that growth will not exceed 5,427-5,573 new units by 2,000.

### Policy 10-6 (Fischer letter Item #38)

The City shall limit the size of each permitted public works facility to that size and capacity required for the extent and amount of development existing and proposed within the Urban/Rural boundary the first two shown on the Land-Use-Map phases of development as shown on Table 9.3.

### Map Changes

1. (Fischer letter Item #6)

Revise Access Improvements Map to modify vertical and horizontal access to be consistent with LUP Policy 2-22 (Exhibit E).



2. (Fischer letter Item #42)

Revise Land Use Plan Map to reflect new "Pilarcitos West Urban Reserve and Matteucci Planned Developments" (Exhibit C).

3. (Fischer letter Item #43)

Revise Land Use Plan Map to reflect new "South Main Street/Cassinelli Planned Development" (Exhibit C).

Appendices

Chapter IV (Fischer letter Item #45)

Once the Coastal Land Use Plan is certified to be in conformity with the California Coastal Act by the State Coastal Commission, any subsequent amendments will also require certification by the Commission, in accordance with Coastal Act Section 30514. The Commission is required to establish regulations governing the procedure by which such proposed amendments will be reviewed and certified. ~~Certain amendments will be determined to be minor and therefore not requiring certification.~~ The Act provides that amendments which allow changes in land uses from those designated in the Plan will not be designated as minor. All changes in implementing ordinances, local regulations and other implementing measures certified as in conformity with the Land Use Plan will also require certification in the same manner as plan amendments.

The Coastal Land Use Plan is part of the Half Moon Bay General Plan. Government Code Section 65631 provides that only three amendments each year to a mandatory element of a General Plan may be processed and approved by a city. The city must determine its own rules regarding processing and approval of amendments. ~~It is anticipated that special procedures, if any, to be used by the city in processing amendments will be determined after the Coastal Commission has issued regulations regarding processing and certification of amendments.~~ Until that time, It is proposed that amendments will be processed and approved by the city, for certification by the Commission, as needs for changes arise due to changes in circumstances or better information.





TABLE 9.1

## CATEGORIES OF UNDEVELOPED LANDS IN HALF MOON BAY

	Existing Units	Maximum Potential New Units Under Existing Zoning	Maximum Potential New Units Under Land Use Plan To Year 2000
<b>CATEGORY 1:</b>			
<u>Existing Neighborhoods</u>			
1. Miramar	117	75	75(5)
2. City of Naples	51	68	71(5)
3. Grandview Terrace	84	31	66
4. Newport Terrace	52	20	25
5. Casa del Mar	241	45	40
6. Ocean Shore Terrace	95	32	76
7. Pilarcitos Park	275	235	213
8. Community Core/Spanish- town (Arleta Park East)	318	300	272
9. Arleta Park (& Miramontes Terrace South of Kelly)	597	482	349-414
10. Ocean Colony	189	861	861
11. Canada Cove Mobile Home Park	288	89	71
12. Frenchmans Creek	177	5	5(5)
13. Sea Haven	166	0	0
Category 1 Subtotal:	2,650	2,223(1)	2,124-2,189
<b>CATEGORY 2:</b>			
<u>Undeveloped "Paper" Subdivisions</u>			
1. Surf Beach	2	91	100(5)
2. Venice Beach	6	85	60
3. Miramontes Terrace (North of Kelly)	6	66	0-15
4. Highland Park	0	66	95
5. Wavecrest	0	•	•
6. Redondo View	0	•	• (2)
7. Redondo	0	•	•
8. Bernardo Station	19	121	70
9. Ola Vista	1	•	•
10. Manhattan	1	•	• (2)
11. Lipton-by-the-Sea	0	•	•
Category 2 Subtotal:	35	414	259-340



TABLE 9.1 (Cont'd)

	Existing Units	Maximum Potential New Units Under Existing Zoning	Maximum Potential New Units Under Land Use Plan To Year 2000
<u>CATEGORY 3:</u> Unsubdivided Lands, Either Contiguous with Existing Development or Generally Surrounded by Development, Without Significant Resource Value			
1. Lands between Casa del Mar and Venice Beach	0	65	15
2. Lands between Grandview Terrace and Newport Terrace	0	175	150
3. Land zoned R-3 near high school	1	80	20
4. Guerrero Avenue site between Miramar and City of Naples (including lots on Alameda)	0	46	46(5)
5. Land east of Frenchmans Creek Subdivision	0	14	50(5)
6. Dykstra Ranch	0	227	228
7. Carter Hill	2	47	50
8. Land north of greenhouses with driving range (lower Hester-Miguel)	0	100-300	85(5)
Category 3 Subtotal:	3	754-954	644

CATEGORY 4: Unsubdivided and Other Lands Not Contiguous With Existing Development Without Significant Resource or Recreational Value (Wavecrest Restoration Project)

1. Unsubdivided other lands between Seymour and south City Limits	2	1,597-1,697	1,000
	2	1,597-1,697	1,000

CATEGORY 5: Unsubdivided Lands Contiguous With Existing Development and Having Agricultural, Coastal Recreation, or Habitat Value

1. Land between Frenchmans Creek and Young Avenue	0	100-120	50(5)
2. Land between Frenchmans Creek and Venice Beach	5	40-50	60
3. Land between Casa del Mar and Pilarcitos Creek	5	310-390	<del>125</del> 0
4. Land between Kelly and Pilarcitos Creek	15	600-900	<del>160</del> 42
5. Andreotti Property on Main Street	1	225-270	130
6. Podest's property west of high school	0	360(3)	110
7. Strip along Main Street and Hwy 1 south of Colonel Way	0	200(3)	<del>55</del> 35
8. Lands surrounding Sea Haven	4	360(3)	650





TABLE 9.1 (Cont'd)

	Existing Units	Maximum Potential New Units Under Existing Zoning	Maximum Potential New Units Under Land Use Plan To Year 2000
<u>CATEGORY 6:</u> Unsubdivided Lands Not Contiguous With Existing Development and Having Agricultural, Coastal Recreation, Habitat, and Scenic Value			
1. Hester-Miguel lands	0	600-700	50 <sup>(5)</sup>
2. Cabral Property	0	85	•(2)
3. Southeastern annexation across from Canada Cove	0	0	0
4. Land east of Arroyo Leon	6	100 <sup>(3)</sup>	50
Category 6 Subtotal:	6	785-885	50
 TOTAL, ALL CATEGORIES:	 2,725 <sup>(4)</sup>	 7,968-8,823	 <del>5,427-5,573-</del> 5,154-5,300

1. Count assumes that consolidations occur so as to maximize buildable sites. Actual total could be 200-400 units lower.

2. Collectively accumulated in Category 4.

3. Units permitted under former General Plan where existing zoning is agricultural

4. 1980 Federal Census.

5. Denotes units in El Granada Sewer District. (Total 532 units.)



TABLE 9.2

COMPARISON OF DEVELOPMENT POTENTIAL UNDER EXISTING ZONING  
AND UNDER THE LAND USE PLAN BY LAND GROUPS

	Maximum Potential New Housing Units Under Existing Zoning	Maximum Potential New Housing Units Under Proposed Land Use Plan to 2000
CATEGORY 1	2,223	2,124-2,189
CATEGORY 2	414	259-340
CATEGORY 3	754-954	644
CATEGORY 4	1,597-1,697	1,000
CATEGORY 5	2,195-2,650	<del>1,360</del> 1,077
CATEGORY 6	785-885	50
TOTAL	7,968-8,823	<del>5,437-5,573</del> 5,154-5,300

would inhibit coastal recreational potential. Paper subdivisions and adjacent unsubdivided lands are proposed to be re-planned for development at densities lower than otherwise would occur under current platting and zoning in order to achieve other policies of this Plan. Areas on the perimeter of the City are proposed for reduction in development capacity in order to protect scenic, hillside, and watershed resources and provide an appropriate transition to rural lands in the County.

Phasing of Development

Table 9.3 (p. 132) provides an estimate of probable residential development potential over the time frame proposed in the Land Use Plan. As previously indicated, build-out is expected to occur at a fairly slow rate in existing subdivisions, neighborhoods, and paper subdivisions, due to the need for lot consolidation and installation of necessary infrastructure. More rapid development will be possible on unsubdivided parcels except where such development is to be planned in connection with existing paper subdivisions. The projected phasing of development shown in Table 9.3 assumes that a substantial portion of the development that will occur in the first 10 years of the Land Use Plan or Phase I will take place in Categories 3, 4, and 5 as listed in Table 9.1 (pp. 119, 120, 121).

Development of lands shown in the Land Use Plan as Urban Reserve and Open Space Reserve as well as the remaining scheduled development in Categories 1 through 6, as shown in Table 9.1, may occur in Phase II after 1992.





While the Phasing Plan set forth in Table 9.3 does not address the non-residential aspects of development, it does however provide for it to occur in direct relationship with the housing development which is scheduled during that time frame or phase.

The basic criteria for the Phasing Program set forth in Table 9.3 is the capacity and availability of public works facilities. Phase I includes 2,500 units of housing and non-residential development which can occur during the 1982-1992 time frame within the existing and planned capacities of the public works systems of Half Moon Bay. Phase II of the schedule includes the remaining 2,927-3,073 housing units and non-residential development which will occur upon expansion of public work facilities necessary to accommodate the increase in demand.

TABLE 9.3  
PHASING SCHEDULE TO YEAR 2000 FOR  
THE LAND USE PLAN PROPOSED HOUSING UNITS

	PHASE I 1982-1992	PHASE II 1992-2000
CATEGORY 1	762	1,362-1,427
CATEGORY 2	135	124-205
CATEGORY 3	298	346
CATEGORY 4	1,000	-0-
CATEGORY 5	305	<del>1,945</del> 772
CATEGORY 6	-0-	50
TOTAL	2,500*	<del>2,927-3,073</del> 2,654-2,800

\*The allocation of units which has been spread among the various categories may vary due to unknown or unforeseen owner impetus or interests; however, the total number of units for PHASE I and PHASE II will not change without appropriate Land Use Plan amendments and/or hearings.

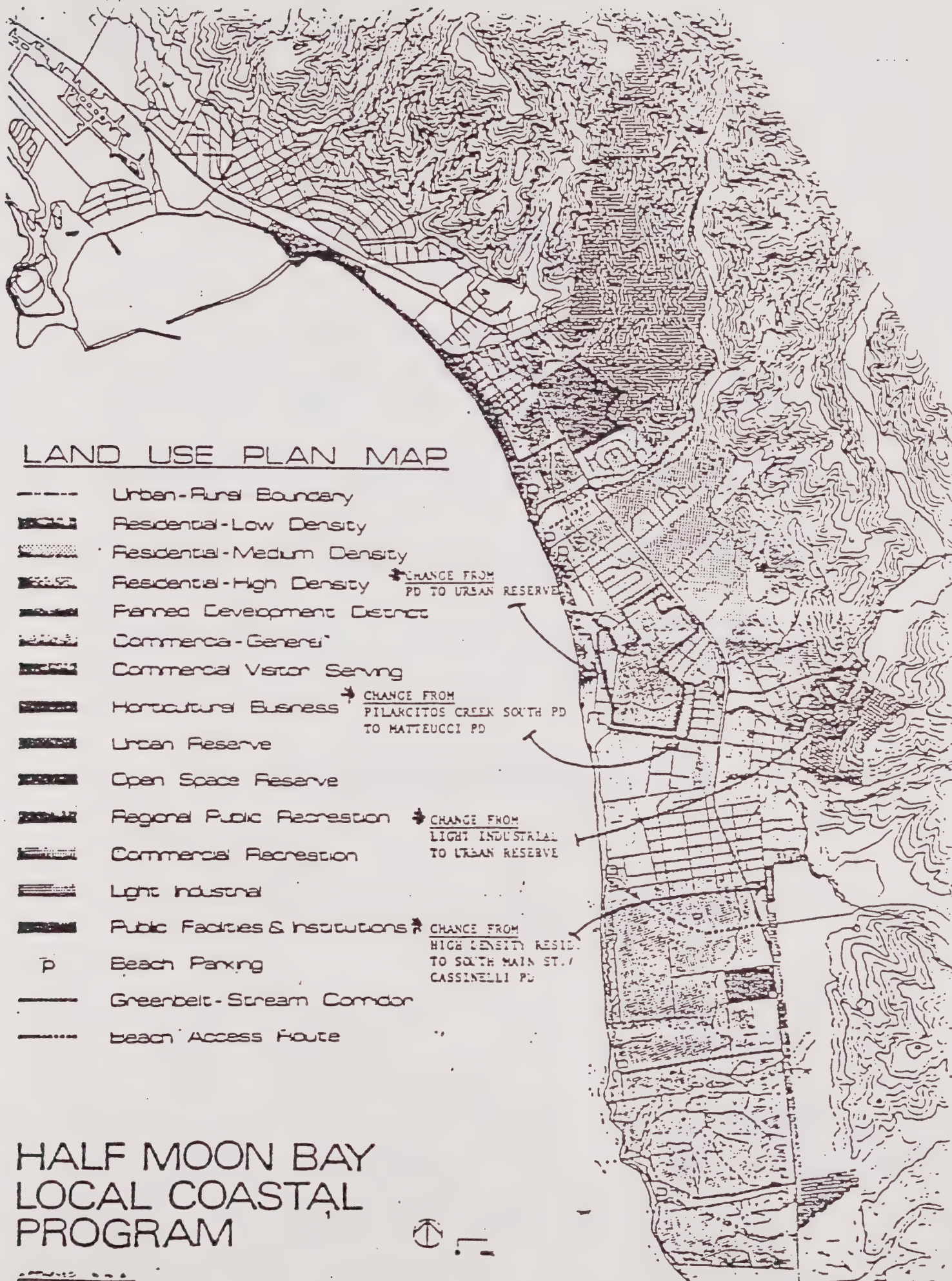
The Plan and Phasing Program also provides for development for commercial and industrial purposes related to the expected population growth of the City in order to reduce the dependence of the population on travel to bayside communities for work or for commercial services and in order to provide for commercial services to visitors. The Plan designates about 80 acres of land for light industrial and









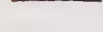
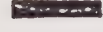


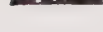











## LAND USE PLAN MAP

- Urban-Rural Boundary
  -  Residential-Low Density
  -  Residential-Medium Density
  -  Residential-High Density
  -  Planned Development District
  -  Commercial-General
  -  Commercial Visitor Serving
  -  Horticultural Business
  -  Urban Reserve
  -  Open Space Reserve
  -  Regional Public Recreation
  -  Commercial Recreation
  -  Light Industrial
  -  Public Facilities & Institutions
  -  Beach Parking
  - Greenbelt-Stream Corridor
  - Beach Access Route
- CHANGE FROM PD TO URBAN RESERVE
- CHANGE FROM PILARCITOS CREEK SOUTH PD TO MATTEUCCI PD
- CHANGE FROM LIGHT INDUSTRIAL TO URBAN RESERVE
- CHANGE FROM HIGH DENSITY RESID. TO SOUTH MAIN ST./ CASSINELLI PD

HALF MOON BAY  
LOCAL COASTAL  
PROGRAM






CORRESPONDENCE SUMMARY - LETTERS  
RECEIVED SINCE FEBRUARY, 1985,  
COMMISSION HEARING

Letters Received by Commission Staff

- \*1. Letter from the Committee for Green Foothills, Lennie Roberts; concern about conversion of agricultural land, location of new development, coastal erosion and shoreline structures.
2. Letter from Gary L. Allen, Pescadero resident; concern about protection of coastline agricultural land from residential and commercial development.
3. Letter from Ted and Ann Kay, Moss Beach residents; concern about adoption of plan counter to the objectives of preserving and maintaining open space and agricultural land.
4. Letter from Kit Dove, El Granada resident; concerns about shoreline structures, impacts of substantial conversion feasibility in and beyond Half Moon Bay, build-out exceeds available public services, and sensitive habitats maps do not show wetlands and dunes at Pillar Point.

Letters Received by City during Local  
Hearing Process on Shoreline Structures

1. Letter from the Committee for Green Foothills requesting notice of local hearings.
2. Letter from Michael J. Burke, Attorneys for Half Moon Bay Properties, suggesting minor revisions to proposed shoreline policies while allowing bluff restoration.

EXHIBIT NO. 3
APPLICATION NO. HMB LUP
Correspondence
Summary  California Coastal Commission

\*-Representative letter attached.

Copies of all other letters are available upon request from the Central District office.





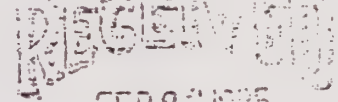
COMMITTEE FOR GREEN FOOTHILLS

Peninsula Conservation Center  
2253 Park Blvd., Palo Alto, California 94306

Phone: 327-5906 or 328-5313

Mr. Mel Nutter, Chairman  
California Coastal Commission  
631 Howard Street  
San Francisco, Ca. 94105

February 27, 1985



CALIFORNIA  
COASTAL COMMISSION  
CENTRAL COAST DISTRICT

Dear Chairman Nutter and Members of the Commission

The Committee for Green Foothills commends your Commission's decision to DENY the City of Half Moon Bay's Land Use Plan as resubmitted. We have reviewed each of the three or four Land Use Plans as they have been developed by the City, and we strongly believe that the more recent plans have clearly failed to meet the requirements of the Coastal Act, particularly the sections dealing with agricultural lands, the location of new development and the availability of essential public services to serve this new development. We also concur with the Commission's concern about the LUP policies concerning coastal erosion and shoreline structures.

There are some further concerns that the Commission staff should be aware of in evaluating any new Half Moon Bay LUP. These concerns are the effect of Half Moon Bay's buildout upon the ability of the urban unincorporated communities of the Mid-Coast to be served by sewers over the next twenty years.

The unincorporated communities of Moss Beach, El Grenanda, and Montara share a common sewage treatment facility with Half Moon Bay through the Sewer Authority Mid-Coastside (SAM). The San Mateo County LCP originally allocated 1.0 mgd of the 2.0 mgd SAM plant to the Montara and El Grenada Sanitary Districts to serve the Phase I Buildout for the County area. However, a subsequent Amendment to the County LCP requested by SAM and approved by the Commission requires that after certification of Half Moon Bay's LCP, the three sewer agencies sharing capacity in the SAM sewage treatment plant shall have allocations based upon the proportional share of the **respective buildout** of the unincorporated Mid-Coast and Half Moon Bay.

The Committee for Green Foothills did not oppose this Amendment because we believed that the Coastal Commission would not approve a Land Use Plan for Half Moon Bay that converted all 1600 acres of agricultural land - most of it Class I and II - within the City. The plan just denied by your Commission essentially permits this wholesale conversion - contrary to the Coastal Act. The effect of the buildout in the plan just denied by the Coastal Commission would be that San Mateo County's proportional

that San Mateo County's proportional share of the SAM plant capacity would be reduced, thereby reducing the environmental quality of the area.



share of the SAM treatment plant Phase I would be reduced from 1.0 mgd to approximately .85 mgd.

An additional problem with the two Land Use Plans is that Half Moon Bay's Phase I period is ten years, whereas the County's is twenty. The effect of buildout permitted in Half Moon Bay that does not adequately protect significant coastal resources coupled with the rate of permitted new development in Half Moon Bay is that the County's share of fully funded (by the State and Federal governments) treatment facilities is substantially reduced and at the same time Half Moon Bay will be out of capacity in this plant way before any additional funding is available. (State and Federal funding is committed for the next 20 years). The Half Moon Bay Land Use Plan also failed to include sewage generation figures for the non-residential land uses so that it is impossible to analyze the demand that these uses will generate, and their effects upon Phase I residential needs.

There are numerous other glaring inconsistencies that should be corrected. For example, as the Staff Report of January 31, 1985 points out, no known source supports the finding in the LUP that the existing roads (Highways 1 and 92) can support a population of 26,440 to 51,738.

We respectfully suggest that the Commission staff, in working with Half Moon Bay in finding solutions to the Commission's concerns, should assure that Half Moon Bay's LCP does not create conflicts with San Mateo County's certified LCP. We note that the City of Half Moon Bay was required in its Work Program to coordinate all public facilities work with the San Mateo County LCP and other appropriate state and local agencies, to assure compatibility of its Land Use Plan, growth projections and phasing. Many of the conflicts described above could be resolved if this coordination were done.

Sincerely,

*Lennie Roberts*

Lennie Roberts  
Legislative Advocate

cc: Michael Fischer  
Edward Y. Brown  
San Mateo County Board of Supervisors  
San Mateo County Planning Division  
City Council, City of Half Moon Bay  
City Planner, City of Half Moon Bay  
Sewer Authority Mid-Coastside  
El Grenada Sanitary District  
Montara Sanitary District















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## HALF MOON BAY LOCAL COASTAL PROGRAM:

### LAND USE PLAN

This Plan was prepared with financial assistance from the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, under the provisions of the Federal Coastal Zone Management Act of 1972, as amended, and from the California Coastal Commission, under the provisions of the California Coastal Act of 1976.

March 22, 1983



## PREFACE

This Land Use Plan is an amended version of the Plan adopted by the City of Half Moon Bay on March 31, 1981.

The Plan contains material included in numerous drafts which were the subject of public hearings and written communications received by the City of Half Moon Bay. In order to make this Plan easy for the reader to understand, it is being presented as a complete document.



## ACKNOWLEDGEMENTS

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Jack Bishop  
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Felix Karpain; City Engineer (Retired)  
Ron Young; City Engineer  
Les Clark; City Planner  
James Fox; City Attorney (Resigned)  
Robert Lanzone, City Attorney  
Ralphena Guest; City Clerk

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## TABLE OF CONTENTS

PREFACE . . . . .	ii
ACKNOWLEDGEMENTS . . . . .	iii

CHAPTER	PAGE
 I. <u>INTRODUCTION</u> . . . . .	 1
A. <u>THE COASTAL ACT</u> . . . . .	1
1. HISTORY . . . . .	1
2. STATUTORY CONFLICTS, GOALS AND POLICIES . . . . .	1
3. IMPLEMENTATION . . . . .	4
B. <u>THE HALF MOON BAY LOCAL COASTAL PROGRAM</u> <u>PROCESS</u> . . . . .	7
C. <u>THE DRAFT AMENDED LAND USE PLAN</u> . . . . .	9
1. ORGANIZATION OF REPORT . . . . .	9
2. LAND USE PLAN/CITY GENERAL PLAN . . . . .	9
3. RELATIONSHIP TO THE COUNTY LOCAL COASTAL PROGRAM . . . . .	10
D. <u>ESTIMATED MAXIMUM HOUSING AND MAXIMUM</u> <u>POPULATION PROJECTIONS</u> . . . . .	10
1. CITY LAND USE PLAN PROJECTIONS . . . . .	10
2. COMBINED CITY AND COUNTY PROJECTIONS . . . . .	11
 II. <u>LAND USE PLAN</u> . . . . .	 13
1. <u>THE LEGAL PARAMETERS WHICH GOVERN THE</u> <u>CONTENT OF THE LAND USE PLAN: THE TWO</u> <u>ISSUES OF PRIMARY SIGNIFICANCE: AND THE</u> <u>BASIC FINDINGS UNDERLYING THE SPECIFIC</u> <u>LAND USE PLAN POLICIES</u> . . . . .	13
2. <u>COASTAL ACCESS AND RECREATION</u> . . . . .	21
2.1 COASTAL ACT POLICIES . . . . .	21
2.2 PLANNING ISSUES . . . . .	23
2.3 POLICIES . . . . .	28



2.3.1	<u>General Policies</u> . . . . .	28
2.3.2	<u>Specific Area Policies</u> . . . . .	30
2.3.3	<u>Policies for Visitor-Serving Commercial Development</u> . . . . .	34
2.3.4	<u>Policies for Commercial Recreation</u> . . . . .	34
2.3.5	<u>Policies for Local Recreation</u> . . . . .	35
3.	<u>ENVIRONMENTALLY SENSITIVE HABITAT AREAS:</u>	
	<u>MARINE AND WATER RESOURCES</u> . . . . .	37
3.1	COASTAL ACT POLICIES . . . . .	37
3.2	EXISTING REGULATIONS . . . . .	39
3.3	GENERAL BACKGROUND AND ISSUES . . . . .	40
3.4	HABITAT AREAS AND WATER RESOURCES OVERLAY DESIGNATION . . . . .	61
3.5	POLICIES . . . . .	62
4.	<u>HAZARDS</u> . . . . .	71
4.1	COASTAL ACT POLICIES . . . . .	71
4.2	PLANNING ISSUES . . . . .	71
4.3	POLICIES . . . . .	74
5.	<u>HOUSING</u> . . . . .	77
6.	<u>ARCHAEOLOGICAL AND PALEONTOLOGICAL RESOURCES</u> . . . . .	79
6.1	COASTAL ACT POLICIES . . . . .	79
6.2	PLANNING ISSUES . . . . .	79
6.3	POLICIES . . . . .	80
7.	<u>VISUAL RESOURCES</u> . . . . .	83
7.1	COASTAL ACT POLICIES . . . . .	83
7.2	PLANNING ISSUES . . . . .	83
7.3	POLICIES . . . . .	85
8.	<u>AGRICULTURE</u> . . . . .	89
8.1	LEGISLATIVE POLICIES . . . . .	89
8.1.1	<u>Coastal Act Policies</u> . . . . .	89
8.1.2	<u>Government Code Policies</u> . . . . .	90
8.2	STATUTORY CONSTRUCTION . . . . .	91
8.3	AGRICULTURE: A SUMMARY . . . . .	93
8.4	PLANNING ISSUES . . . . .	101
8.5	POLICIES . . . . .	108





9. <u>DEVELOPMENT</u> . . . . .	111
9.1.1 FACTUAL AND LEGAL BACKGROUND . . . . .	111
9.1.2 COASTAL ACT POLICIES . . . . .	114
9.2 PLANNING ISSUES. . . . .	115
9.3 POLICIES . . . . .	136
9.3.1 General Policies . . . . .	136
9.3.2 <u>Specific Planned Development Policies</u> . . . . .	137
9.3.3 <u>Surf Beach/Dunes Beach</u> . . . . .	140
9.3.4 <u>Venice Beach Area</u> . . . . .	144
9.3.5 <u>Miramontes Terrace North</u> . . . . .	147
9.3.6 <u>Arleta Park/Miramontes Terrace South</u> <u>West of Railroad Avenue</u> . . . . .	148
9.3.7 <u>Wavecrest Restoration Project</u> . . . . .	150
9.3.8 <u>Dykstra Ranch</u> . . . . .	156
9.3.9 <u>Carter Hill</u> . . . . .	158
9.3.10 <u>Miramar Beach</u> . . . . .	159
9.3.11 <u>Guerrero Avenue Site</u> . . . . .	161
9.3.12 <u>Pilarcitos Creek North</u> . . . . .	162
9.3.13 <u>Pilarcitos Creek South</u> . . . . .	164
9.3.14 <u>Podesta/Silvera</u> . . . . .	166
9.3.15 <u>Andreotti</u> . . . . .	167
9.3.16 <u>Half Moon Bay Country Club</u> . . . . .	168
10. <u>PUBLIC WORKS</u> . . . . .	171
10.1 COASTAL ACT POLICIES . . . . .	171
10.2 COASTAL ACT DEFINITIONS . . . . .	171
10.3 ORGANIZATION OF SECTIONS . . . . .	172
10.4 PLANNING ISSUES . . . . .	172
10.4.1 <u>General Issues</u> . . . . .	172
10.4.2 <u>Water Supply Issues</u> . . . . .	177
10.4.3 <u>Sewerage Facilities Issues</u> . . . . .	179
10.4.4 <u>Transportation Issues</u> . . . . .	180
10.5 POLICIES . . . . .	186
10.5.1 <u>General Policies</u> . . . . .	186
10.5.2 <u>Water Supply Policies</u> . . . . .	187
10.5.3 <u>Sewer Facility Policies</u> . . . . .	190
10.5.4 <u>Transportation Policies</u> . . . . .	192
11. <u>MAPS</u> . . . . .	195



## CHAPTER

PAGE

III. <u>IMPLEMENTATION PLAN - ZONING MEASURES TO CARRY OUT THE LAND USE PLAN</u> . . . . .	196
ZONING ORDINANCE AMENDMENTS. . . . .	196
SUBDIVISION ORDINANCE . . . . .	197
PARK DEDICATION ORDINANCE . . . . .	198
OTHER IMPLEMENTING MEASURES . . . . .	198
IV. <u>COASTAL LAND USE PLAN AMENDMENTS</u> . . . . .	200
APPENDICES . . . . .	202
APPENDIX A: SPECIAL DEFINITIONS . . . . .	203
APPENDIX B: LAND USE DESIGNATIONS . . . . .	206





## LIST OF TABLES

TABLE	PAGE
1.1 MAXIMUM HOUSING AND POPULATION HALF MOON BAY LAND USE PLAN . . . . .	10
1.2 HALF MOON BAY PROJECTED HOUSING AND POPULATION MID-COASTSIDE URBAN AREAS . . . . .	12
8.1 LANDS EITHER EXCLUDED OR INCLUDED WITHIN INITIAL SOILS INVENTORY . . . . .	95
8.2 INITIAL SOILS INVENTORY . . . . .	96
8.3 COMPARISON OF AGRICULTURAL PHASING PROGRAM TO LANDS CURRENTLY IN SOME FORM OF AGRICULTURAL USE . . . . .	106
8.4 COMPARISON OF ALL LANDS IN A RESERVE CAPACITY IN THE LAND USE PLAN WITH LANDS CURRENTLY IN SOME FORM OF AGRICULTURAL USE . . . . .	106
9.1 CATEGORIES OF UNDEVELOPED LANDS IN HALF MOON BAY. . . . .	119
9.2 COMPARISON OF DEVELOPMENT POTENTIAL UNDER EXISTING ZONING AND UNDER THE LAND USE PLAN BY LAND GROUP . . . . .	131
9.3 PHASING SCHEDULE TO YEAR 2000 FOR THE LAND USE PLAN PROPOSED HOUSING UNITS . . . . .	132
9.4 DEVELOPED AND UNDEVELOPED RESIDENTIAL PARCELS IN HALF MOON BAY. . . . .	135
10.1 COMPARISON OF POPULATION SUPPORTABLE BY SERVICES WITH LAND USE PLAN POTENTIAL TO YEAR 2000 . . . . .	173
10.2 FUTURE DEVELOPMENT POTENTIAL IN HALF MOON BAY BASED ON COMMUTING WORKERS GIVEN EXISTING REGIONAL HIGHWAY SYSTEM AT DIFFERENT HIGHWAY SERVICE LEVELS . . . . .	183
10.3 NEW CCWD WATER CAPACITY TO BE RESERVED FOR PRIORITY LAND USES UNDER THE HALF MOON BAY LCP AT YEAR 2000 . . . . .	189
10.4 SEWAGE TREATMENT CAPACITY TO BE RESERVED FOR PRIORITY LAND USES UNDER THE HALF MOON BAY LAND USE PLAN (mgd, adwt) . . . . .	191



## LIST OF FIGURES

FIGURE	PAGE
POTENTIAL ARCHAEOLOGICAL RESOURCES (Figure 6.1 . . . . .	82
CATEGORIES OF UNDEVELOPED LAND PERTINENT TO CONCENTRATION OF NEW RESIDENTIAL DEVELOPMENT (Figure 9.1). . . . .	122

## LIST OF MAPS

MAPS . . . . .	195
LAND USE PLAN MAP	
ACCESS IMPROVEMENTS	
HABITAT AREAS AND WATER RESOURCES OVERLAY	
GEOLOGIC HAZARDS	
VISUAL RESOURCES OVERLAY	
ACCESS CIRCULATION CONCEPT	
WAVECREST RESTORATION PLAN	



## CHAPTER I: INTRODUCTION

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### A. THE COASTAL ACT

#### 1. HISTORY

Historically, land use in the California Coastal Zone has been regulated by local governments under the provisions of State Planning and Zoning Law. This enabling legislation mandates local governments to prepare general plans and zoning to ensure orderly physical growth and development within their jurisdictions as well as the protection of public health, safety and welfare.

Traditional local control over regulation of land use in the Coastal Zone was substantially modified with the passage of the California Coastal Zone Conservation Act (Proposition 20) by the voters of California on November 7, 1972. Under Proposition 20, the California Coastal Zone Conservation Commission and six Regional Coastal Commissions were created and given a dual mandate of preparing a statewide "comprehensive enforceable plan for the orderly, long-range conservation and management of the coast" and regulating development while this plan was being prepared. The California Coastal Plan was submitted to the legislature on December 1, 1975. During the 1976 legislative session, several coastal bills were introduced, all modifying to some extent the Coastal Plan. By the summer of 1976, SB 1277, the California Coastal Act, emerged from both houses as the basis of California's Coastal Zone Management Program. SB 1277 was amended by a trailer bill, AB 2948, which was itself amended by AB 400. On January 1, 1977, the Coastal Act and other legislation came into effect, establishing a permanent coastal management program for California.

#### 2. STATUTORY CONFLICTS, GOALS AND POLICIES

##### 2.1 Statutory Conflicts

The entire City of Half Moon Bay is located within the Coastal Zone. As a result, this Land Use Plan constitutes not only the Coastal Element of the City's General Plan, but also every other element of the City's General Plan with the exception of the Housing Element. Accordingly, in adopting this Land Use Plan the City has been required to consider, weigh and balance not only its obligations and responsibilities under the Coastal Act, but also its planning, social and fiscal obligations and responsibilities as a general law city under the Government Code to its residents, the mid-coast region and the State as a whole. (See Chapter II, Part 1.)

As indicated in Section 2.2 below, the policies of the Coastal Act sometimes conflict with each other, and these conflicts must be resolved by the City through





a weighing and balancing process. As indicated in Chapter II, Part 1, and elsewhere in this Land Use Plan, the policies of the Coastal Act sometimes conflict with other statutory requirements to which the City is subject. For example, Article 10.6 of the Government Code requires the City to provide for its fair share of regional housing needs; yet the amount of development necessary to meet these needs might conflict with specific Coastal Act policies. Unlike those local jurisdictions which are not located entirely within the Coastal Zone, Half Moon Bay does not have the luxury of meeting Coastal Act goals and policies by restricting development within the Coastal Zone and meeting Government Code and other statutory obligations and responsibilities by shifting necessary development outside of the Coastal Zone. As a result, the conflicts already inherent in the Coastal Act have been exacerbated for the City of Half Moon Bay because it must meet all of its obligations and responsibilities as a general law city within the Coastal Zone.

## 2.2 Coastal Act Goals, Policies and Conflicts

In enacting the Coastal Act, the Legislature established (30001.5 of Coastal Act) the following goals for future activity in the Coastal Zone:

- (a) Protect, maintain, and, where feasible, enhance and restore the overall quality of the Coastal Zone environment and its natural and man-made resources.
- (b) Assure orderly, balanced utilization and conservation of coastal zone resources, taking into account the social and economic needs of the people of the State.
- (c) Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resources conservation principles and constitutionally protected rights of private property owners.
- (d) Assure priority for coastal-dependent and coastal-related development over other development on the coast.
- (e) Encourage State and local initiatives and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses, in the coastal zone.

Consistent with the basic goals set forth in Section 30001.5 and, in the case of Half Moon Bay, its obligations and responsibilities as a general law city under the Government Code, the policies of Chapter 3 of the Coastal Act, Sections 30200 through 30264, constitute the standards by which the adequacy of local coastal programs is determined. Topics covered by the policies in Chapter 3 include: coastal access and recreational opportunities; the marine environment; environmentally sensitive habitat areas; agriculture; archeological and paleontological resources; and scenic resources.



The policies in some topic areas appear to be absolute. For example, Section 30230 of the Act states that marine resources shall be maintained; Section 30240(a) of the Act states that development within environmentally sensitive habitat areas shall be limited to uses dependent on these areas; and Section 30241 of the Act states that the maximum amount of prime agricultural land shall be maintained in agricultural production to assure the protection of an area's agricultural economy. The policies in other topic areas appear to favor certain types of development. For example, Section 30255 states that coastal-dependent development shall have priority over other developments on or near the shoreline; Section 30220 states that coastal areas suited for water-oriented recreational activities shall be protected for such uses; Section 30221 states that ocean front land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area; and Section 30222 states that the use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

It is apparent that at least some coastal act policies will conflict with respect to the use of some lands within the Coastal Zone. In recognition of these inevitable conflicts, the Legislature enacted Section 30007.5 of the Act, which provides in pertinent part that: "The Legislature therefore declares that in carrying out the provisions of this division such conflicts be resolved in a manner which on balance is the most protective of significant coastal resources. In this context, the Legislature declares that broader policies which, for example, serve to concentrate development in close proximity to urban and employment centers may be more protective, overall, than specific wildlife habitat and other similar resource policies." The Legislature also recognized the need for, and the social and economic benefits derived from continued growth and properly located development within the Coastal Zone. Section 30001(d) of the Act states that "existing developed uses, and future developments that are carefully planned and developed consistent with the policies of this division, are essential to the economic and social well-being of the people of this state." The Act requires a local government to strike a balance between the need to protect essential coastal resources and the need to assure continued economic growth and properly located development in the Coastal Zone. If conflicts arise, they are to be resolved in accordance with Coastal Act Section 30007.5 (Billings v. California Coastal Commission (1980) 103 C.A. 3d 729, 738-39, 745). In resolving conflicts, a local government should consider regional, as opposed to strictly local, resources and social and economic needs (Act Section 30501(b)). In weighing resource concerns against social and economic needs, a local government must determine whether achievement of the specific resource goal is feasible; i.e. "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors." (See, e.g. Act Sections 30001.5(a), 30108, 30213, 30241, 30242 and 30251). The feasibility requirement is consistent with the Act's recognition that its policies may not be applied so as to infringe upon the constitutionally protected rights of private property owners (e.g. Sections 30001.5(c), 30005.5 and 30010). Finally, the Legislature recognized that the Coastal Act cannot be construed in a vacuum, but must be construed so as not to conflict with other laws. For example, Section 30007 of the Act states that: "Nothing in this division shall exempt local governments from meeting the requirements of state and federal law with respect





to providing low- and moderate-income housing, replacement housing, relocation benefits or any other obligation related to housing imposed by existing law or any law hereinafter enacted."

Accordingly, in applying specific Coastal Act resource protection policies, a local government must resolve conflicts among such policies, conflicts between such policies and the other goals, policies and requirements of the Act such as concentration of development and the economic and social needs of the people for orderly growth and development, conflicts between such policies and the constitutionally protected rights of private property owners, and conflicts between such policies and other state laws. As noted in Section 2.1 above, all of these conflicts are exacerbated in the case of Half Moon Bay. Since the entire City is located within the Coastal Zone all of the internal conflicts in the Coastal Act, all of the conflicts between the Coastal Act and other statutory requirements to which the City is subject, and all of the needs of the City's residents and the mid-coast area it serves as an urban center must be resolved and met entirely within the Coastal Zone. The formidable task of resolving these conflicts and meeting these needs accounts in principal part for the lengthy and exhaustive LCP Process summarized in Part B of this Chapter I.

### 3. IMPLEMENTATION

Each of the 15 counties and 53 cities along the California coast is required by the Coastal Act to prepare a Local Coastal Program (LCP). The LCP consists of "a local government's Land Use Plans, zoning ordinances, zoning district maps, and in sensitive coastal resource areas, other implementing actions which, when taken together, meet the requirements of and implement the provisions and policies of (the Coastal Act) at the local level." (30108.6). The land use plan means the "relevant portions of a local government's general plan, or local coastal element, which are sufficiently detailed to indicate the kinds, location, and intensity of land uses, the applicable resource protection and development policies and, where necessary, a listing of implementing actions." (30108.5). The zoning ordinances and maps are the legal tools for implementing the Land Use Plan. The Coastal Act also requires each LCP to "contain a specific public access component to assure that maximum access to the coast and public recreation areas is provided." (30500a). In addition, the local Land Use Plans are required to consider uses of more than local importance. (30501b). As noted in the LCP Regulations,\* such uses generally include: (1) State and Federal parks and recreation areas and other recreational facilities of regional or statewide significance; (2) military and national defense installations; (3) major energy facilities; (4) State and Federal highways and other transportation facilities (e.g. railroads and airports) or public works facilities (e.g. water supply or sewer systems) serving larger-than-local needs; (5) general cargo ports and commercial fishing facilities; (6) State colleges and universities; and (7) uses of larger-than-local importance, such as coastal agriculture, fisheries, wildlife habitats, or uses that maximize public access to the coast, such as accessways and visitor-serving developments, as generally referenced in the findings, declarations, and policies of the California Coastal Act of 1976.

\* LCP Regulations, Section 00041, adopted by the Coastal Commission on May 17, 1977.



The land use plan and zoning ordinance and zoning district map, after receiving local review and approval, must be submitted to the State Coastal Commission. The Commission must make the finding that the Land Use Plan is consistent with the policies of Chapter 3 of the Act. The Commission's review of a land use plan is "limited to its administrative determination that the land use plan submitted by the local government does, or does not, conform with the requirements of Chapter 3;" and, in making this review, the commission may "require conformance with the policies and requirements of Chapter 3 . . . only to the extent necessary to achieve the basic state goals specified in Section 30001.5." (Act, Section 30512.2). The zoning and implementing ordinances are then reviewed to determine conformance with the approved Land Use Plan.

After certification of the land use plan and zoning ordinance and maps of the LCP, the review authority for new development within the Coastal Zone, which is now vested in the Coastal Commission, will be returned to local government. The local government, in issuing coastal development permits after certification, must make the finding that the development is in conformity with the approved LCP. Any amendments to a certified LCP will have to be approved by the State Coastal Commission.

After certification of the LCP's, the State Coastal Commission will exercise permit jurisdiction over certain kinds of development (i.e. development in the State Tidelands), and will continue to hear appeals and review amendments to certified LCP's. Only certain kinds of developments can be appealed after a local government's LCP has been certified. These include, pursuant to Section 30603 of the Coastal Act, the following:

- (1) Developments approved by the local government between the sea and the first public road paralleling the sea or within 300 feet of the inland extent of any beach or of the mean high tide line of the sea where there is no beach, whichever is the greater distance.\*
- (2) Developments approved by the local government not included within paragraph (1) of this subdivision located on tidelands, submerged lands, public trust lands, within 100 feet of any wetland, estuary, stream, or within 300 feet of the top of the seaward face of any coastal bluff.
- (3) Development approved by the local government not included within paragraph (1) or (2) of this subdivision located in a sensitive coastal resource area if the allegation on appeal is that the development is not in conformity with the implementing actions of the certified local coastal program.
- (4) Any development approved by a coastal county that is not designated as the principal permitted use under the zoning ordinance or zoning district map approved pursuant to Chapter 6 (commencing with Section 30500).

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\* Appeals pursuant to paragraph (1) are limited to the issues specified in Section 30603(b).



- (5) Any development which constitutes a major public works project or a major energy facility.

The State Commission is also required to review periodically the progress of local governments in carrying out the Coastal Act. This review is to occur at least once every five years.





## B. THE HALF MOON BAY LOCAL COASTAL PROGRAM PROCESS

The entire City of Half Moon Bay lies within the Coastal Zone. Therefore, the LCP is City-wide in scope. The City began the LCP process with preparation of an initial Work Program in the summer of 1978. Subsequently, in March, 1979, a revised Work Program was approved by the Regional Commission, and then by the State Commission in April. During this entire period, the City began to organize a public participation process through existing and new neighborhood organizations and special interest committees representing farmers, business interests, and property owners. These groups met on their own and discussed issues likely to arise in preparing the LCP and their objectives. These organizations, along with representatives from other organizations inside and outside the City, became the base for the public participation program included in the approved LCP Work Program. In accordance with the Work Program, the City's LCP Consultant published a series of Study Papers on specific subject areas covering all major issues involved in the LCP. These study papers, various land use plan hearing drafts, the land use plan adopted March 31, 1981, and this amended Land Use Plan have been published and discussed as follows.

<u>Study Paper Topic and/or Public Hearings</u>	<u>Date of Publication</u>	<u>Meetings For Discussion</u>
Coastal Access	June 1, 1979	May 17, June 14
Recreation & Visitor-Serving Facilities	June 1, 1979	May 17, June 14
Agriculture	July 13, 1979	June 18, August 26
Marine & Water Resources, Hazards & Sensitive Habitats	July 13, 1979	June 23, August 26
Housing	Sept. 7, 1979	Aug. 23, Sept. 20
Scenic Resources	Sept. 7, 1979	Aug. 23, Sept. 20
Unimproved Subdivisions	Sept. 7, 1979	Aug. 23, Sept. 20
Water & Sewer	Oct. 11, 1979	Oct. 11, Nov. 8
Partial Draft LUP & Maps	" " "	" " " "
Public Hearing LUP	" " "	Dec. 17, 1979
Public Hearing LUP	" " "	Dec. 18, 1979
Public Hearing LUP	" " "	Dec. 19, 1979
Public Hearing LUP	" " "	Jan. 15, 1980
Public Hearing LUP	" " "	Jan. 16, 1980
Public Hearing LUP	" " "	Jan. 17, 1980
Study Session LUP	" " "	Mar. 31, 1980
Study Session LUP	" " "	May 21, 1980
Study Session LUP	" " "	June 2, 1980
Study Session LUP	" " "	June 19, 1980
Study Session LUP	" " "	Aug. 18, 1980
Study Session LUP	" " "	Oct. 1, 1980
Study Session LUP	" " "	Nov. 15, 1980
Public Hearing LUP	Oct. 15, 1980	Nov. 18, 1980
Public Hearing LUP	" " "	Nov. 19, 1980
Study Session LUP	" " "	Dec. 10, 1980
Study Session LUP	" " "	Dec. 13, 1980
Adj. CC Meeting LUP	" " "	Dec. 20, 1980
Adj. CC/PC Meeting LUP	" " "	Feb. 7, 1981



(List Cont'd)

<u>Study Paper Topic and/or Public Hearings</u>	<u>Date of Publication</u>	<u>Meetings For Discussion</u>
Adj. CC/PC Meeting	Oct. 15, 1980	Feb. 18, 1981
Adj. CC/PC Meeting LUP	" " "	Feb. 28, 1981
City Council/Planning Commission Meeting	" " "	March 31, 1981
Regional & State Coastal Commission Meeting	March 31, 1981	June 30, 1981
State Coastal Commission	" " "	Nov. 3, 1981
State Coastal Commission	" " "	Feb. 3, 1982
State Coastal Commission	" " "	May 5, 1982
Study Session LUP (Draft Amendments)	June 21, 1982	July 17, 24, 1982
Study Session LUP (Draft Amendments)	July 1, 1982	" " " "
Study Session LUP (Draft Amendments)	July 12, 1982	" " " "
Study Session LUP (Draft Amendments)	July 20, 1982	" " " "
Public Hearing LUP	Nov. 16, 1982	Jan. 11, 1983
Study Session LUP	" " "	Jan. 29, 1983
Study Session LUP	" " "	Feb. 17, 1983





## C. THE DRAFT AMENDED LAND USE PLAN

The purpose of the Draft Amended Land Use Plan is to formulate resource protection and development policies that, together with the Land Use Plan Maps, will indicate in sufficient detail the kinds, location, and intensity of land uses in the Coastal Zone, in this case, the entire City of Half Moon Bay. The Half Moon Bay Local Coastal Program Land Use Plan is intended to be a new General Plan and will apply on a City-wide basis. In accordance with the options available under the Coastal Act, (Section 30511(b) Coastal Act) the City has chosen to submit the Draft Land Use Plan for certification, with submittal of implementing measures for certification after approval of the Draft Amended Land Use Plan is obtained.

### 1. ORGANIZATION OF REPORT

The Draft Amended Land Use Plan is organized into ten components, or sections, each addressing one or more separate major issue areas. Each section contains resource conservation and development policies. These policies are supplemented by Plan Maps. Because the entire City of Half Moon Bay lies within the designated Coastal Zone, these policies and maps, together with the policies in the Coastal Act, provide specific direction on use of land and minimization of land use conflicts. The components are:

1. Introductory Provisions
2. Coastal Access and Recreation
3. Environmentally Sensitive Habitat Areas and Water Resources
4. Hazards
5. Housing
6. Archaeological and Paleontological Resources
7. Visual Resources
8. Agriculture
9. Development
10. Public Works
11. Maps

There is no section on coastal-dependent industrial and energy development. No provision is to be made for such uses within the City due to lack of suitable sites. Therefore, no policies are needed on this subject.

The City of Half Moon Bay is developing a Housing Element for review and approval which will be in accordance with the provisions of State law governing such matters.

### 2. LAND USE PLAN/CITY GENERAL PLAN

When adopted by the City, the Land Use Plan becomes the Half Moon Bay General Plan.



### 3. RELATIONSHIP TO THE COUNTY LOCAL COASTAL PLAN

San Mateo County is the jurisdiction responsible for the LCP for the unincorporated area of the County. The County LCP was adopted by the Board of Supervisors on August 5, 1980. The City of Half Moon Bay has utilized the Certified San Mateo County "Sensitive Habitat Component" in responding to the sensitive habitat issues within its Plan.

#### D. ESTIMATED MAXIMUM HOUSING AND MAXIMUM POPULATION PROJECTIONS

##### 1. CITY LAND USE PLAN PROJECTIONS

An estimate has been made of the maximum number of dwelling units and associated maximum population which would be accommodated under the City's Land Use Plan. This has been made for two periods and is summarized on the following Table.

TABLE 1.1  
MAXIMUM HOUSING AND POPULATION  
HALF MOON BAY LAND USE PLAN

	1980	1992	2000
Housing Units	2,726	5,226	8,153 - 8,299
Population	7,282	13,953	21,772 - 22,161
Persons Per Household	2.67	2.67	2.67

NOTE: Housing units and population figures for 1980 are actual, from the United States Bureau of Census final 1980 census. Housing unit projections are based on provisions for development in the Land Use Plan and estimates of building phasing, discussed in text. Population estimates are based on estimates of population per household by ABAG and San Mateo County. All projections for housing units and population for the years 1992 through 2000 assume availability of adequate water, sewer facilities, and road capacities.



## 2. COMBINED CITY AND COUNTY PROJECTIONS

Table 1 of the County LUP provides estimates of existing housing and populations as well as future growth projections, for the urban mid-coastside area outside of the City, and for the City itself. From the previous Table, it is evident that the County's estimates for the City are understated, with an actual existing 1980 final census housing count almost 22% above the County's estimate, and a projected housing count from the City's LUP for the year 2000 approximately 65% above the County's projection.

Combined in the following Table are the housing and population figures for the City, based on actual census data and the City's LUP, and the comparable figures for the unincorporated urban area of the mid-coastside, taken from the County's LUP. The figures for the City have been broken into two categories, to distinguish from the rest of the City the area of joint service jurisdiction north of Frenchmans Creek, where the Granada Sanitary District presently provides sewer service.





TABLE 1.2

HALF MOON BAY  
MAXIMUM PROJECTED HOUSING AND POPULATION  
MID-COASTSIDE URBAN AREAS\*

	EXISTING (1980)		NEW (over 20 years)		TOTAL (Year 2000)	
	<u>Housing</u>	<u>Population</u>	<u>Housing</u>	<u>Population</u>	<u>Housing</u>	<u>Population</u>
<b>I. CITY OF HALF MOON BAY (Housing and Pop.)</b>						
<b>A. North of Frenchmans Creek (Granada Sanitary District)</b>						
(1) Housing Units	379		532		911	
(2) Population		1,012		1,420		2,432
<b>B. South of Frenchmans Creek (Half Moon Bay Sanitary District)</b>						
(1) Housing Units	2,347		4,895-5,041	12,070-12,120	7,242-7,388	18,611-19,501
(2) Population		6,270		13,070-13,459		19,340-19,729
TOTAL HOUSING UNITS	<u>2,726</u>		<u>5,427-5,573</u>	<u>13,761-14,151</u>	<u>8,153-8,299</u>	<u>21,772-22,161**</u>
TOTAL POPULATION-CITY		<u>7,282</u>		<u>14,490-14,879</u>		<u>21,772-22,161**</u>
<b>II. SAN MATEO COUNTY MID-COASTSIDE URBAN AREA (NORTH OF HALF MOON BAY)*</b>						
(1) Housing Units	2,550		1,850		4,400	
(2) Population		7,000		5,100		12,100***
<b>III. TOTAL MID-COASTSIDE URBAN AREA HOUSING AND POPULATION</b>						
	<u>5,276</u>		<u>7,277-7,423</u>	<u>19,590-19,979</u>	<u>12,553-12,699</u>	<u>33,872-34,261</u>
		<u>14,282</u>				

\*Data for County projection taken from San Mateo County Coastal Plan certified November 5, 1980.

\*\*2.67 persons per household (1980 Census).

\*\*\*2.75 persons per household.



## CHAPTER II: LAND USE PLAN

---

1. THE LEGAL PARAMETERS WHICH GOVERN THE CONTENT OF THE LAND USE PLAN; THE TWO ISSUES OF PRIMARY SIGNIFICANCE; AND THE BASIC FINDINGS UNDERLYING THE SPECIFIC LAND USE PLAN POLICIES
  - 1.1 Since The Entire City Is Located Within The Coastal Zone, In Adopting The Land Use Plan The City Has Considered Not Only Its Responsibilities Under The Coastal Act, But Also Its Planning, Social, And Fiscal Responsibilities As A General Law City To Its Residents, The Mid-Coast Region And The State As A Whole Under The Government Code; The Coastal Act Both Permits And Requires The City To Weigh And Balance The Social And Economic Needs Of The People Against The Need To Protect Significant Coastal Resources
- 

The entire City of Half Moon Bay is located within the Coastal Zone. Therefore, the Coastal Zone Land Use Plan covers the entire City and is the General Plan.

The Government Code requires the City to adopt "a comprehensive, long-term General Plan for the physical development of the . . . City." (Section 65300). The component elements of the General Plan, including the Coastal Land Use Element, must "comprise an integrated, internally consistent and compatible statement of policies for the (City)." (Section 65300.5). Certain elements of the General Plan are mandatory (Section 65302); other elements may be included if appropriate to the orderly growth and development of the City (Section 65303). The General Plan is a tool to assure the orderly physical development of the City pursuant to an integrated, internally consistent and compatible statement of policies. It is a means to achieve certain ends included within the commonly used phrase "the public health, safety and welfare."

The City's General Plan must provide for the social and economic needs of its residents. Those needs include housing, jobs, commercial services, schools, police protection, fire protection, health and social services, libraries, parks, playgrounds, athletic, recreational and cultural programs for its children, water, sewage disposal, refuse collection, other public utilities, streets, sidewalks, curbs, gutters, and storm water run-off and flood protection.

The social and economic needs which the City's General Plan must address extend beyond its borders. The City of Half Moon Bay is the only major urban center on the coast between Pacifica and Santa Cruz. It is the only urban center for the approximately 90,000 acres of land within the mid-coast region. The County of San Mateo has adopted, and the Coastal Commission has approved, an LCP for the unincorporated area of the mid-coast region that designates the unincorporated area for rural, agricultural and visitor-serving recreational development. Accordingly, the City of Half Moon Bay is the only, and the appropriate, urban center to meet the residential, commercial, cultural, and other social and economic





needs, not only of its residents, but also of the entire mid-coast population and visitors from throughout the State.

In order to provide the services necessary to meet these social and economic needs, the City must have a strong tax base. Private development is the only means to achieve that tax base. Private development is quite often the means to achieve other socially desirable ends. For example, the existing greenhouse operations within the City of Half Moon Bay remain economically viable because private residential development has subsidized the upgrading and expansion of the urban infrastructure essential to its existence. That urban infrastructure includes affordable, high-quality water in quantity, natural gas, police and fire protection, and a road system capable of handling heavy trucking. That infrastructure exists in substantial part today because of private residential development within the City. Further residential development will provide similar benefits in the future. It will also provide homes for those who will work in expanded agricultural and visitor-serving occupations in the unincorporated areas of the mid-coast region and in commercial, recreational, and agricultural support occupations within the City.

The policies established by the Coastal Act focus on protection of coastal resources and regulation of development to accomplish resource protection objectives.

However, the Coastal Act also expressly recognizes the need for, and the social and economic benefits derived from, continued growth and development within the Coastal Zone. Where conflicts arise, those conflicts are to "be resolved in a manner--which on balance is most protective of significant coastal resources." (Coastal Act, Section 30007.5).

In the very first section of the Coastal Act, Section 30001, the legislature "finds and declares . . . (d) that existing developed uses, and future developments that are carefully planned and developed consistent with the policies of this division, are essential to the economic and social well-being of the people of the State and especially to working persons employed within the Coastal Zone.

The obligation to balance the need to assure continued growth and development against the need to protect significant coastal resources is underscored by Section 30007.5 of the Coastal Act: "The legislature further finds and recognizes that conflicts may occur between one or more policies of this division. The legislature therefore declares that in carrying out the provisions of this division such conflicts be resolved in a manner which on balance is the most protective of significant coastal resources. In this context, the legislature declares that broader policies which, for example, serve to concentrate development in close proximity to urban and employment centers may be more protective, overall, than specific wildlife habitat and other similar resource policies."

Section 30250(a) of the Coastal Act requires the City to attempt to accommodate all development necessary to meet the economic and social needs, not only of its residents, but also of the mid-coast regional population and visitors from throughout the State. In pertinent part it reads as follows: "New residential, commercial,



or industrial development . . . shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it . . . "

The emphasis of the Plan is on encouraging well-planned and orderly development of the City compatible with resource protection and conservational goals of the Coastal Act and the other policies of the City's General Plan.

In adopting the policies set forth in the Land Use Plan, the City has considered, weighed, and balanced its various responsibilities to its residents, the mid-coast regional population, and the citizens of the State as a whole under, not only the Coastal Act, but also the Government Code and otherwise.

As a net result of the weighing and balancing process, even full build-out under the Plan will not meet the City's share of existing unmet and projected regional housing needs. While, absent the specific resource protection policies of the Coastal Act, Article 10.6 of the Government Code, Sections 65580 through 66589, would require the City to provide for 100% of its share of existing unmet and projected regional housing needs, and Section 30250(a) of the Coastal Act would require the City to attempt to provide more than 100% of its fair share of regional development needs (see Chapter II, Part 9), the City has weighed its obligations under the Government Code against the specific resource protection policies of the Coastal Act and has concluded that the level of development permitted by this Plan represents the appropriate balance between the potentially conflicting policies of the Government Code and the Coastal Act.

The text, policies and related maps in this chapter constitute the Coastal Land Use Plan. These policies set forth the criteria for evaluating future development projects and measures which the City and other governmental agencies should take to balance the need for orderly economic growth and development with the specific resource protection goals of the Coastal Act.

These policies will serve as the foundation for developing ordinances to implement the Plan. The policies will not only provide the basis for City action; they will, once the Plan is certified, also provide the foundation for decisions and actions taken by the County, the State, and special districts within the City of Half Moon Bay.

The City's pre-Coastal Act development history has not always been consistent with resource protection policies of the Coastal Act. The existing land use pattern, involving several diverse neighborhoods separated by undeveloped areas, development on hazardous and sensitive areas, and numerous conflicts between residential and recreational uses, poses significant problems for the City in its efforts to balance the need for economic growth and development and the specific resource protection policies of the Coastal Act.





## 1.2 The Two Issues of Primary Significance

The most significant planning issues involve (1) provision of adequate sites for the development of housing to meet the City's share of existing unmet and projected regional housing needs, and (2) actions the City can and should take to encourage the achievement of Coastal Act goals, including the preservation of prime agricultural, open space, and recreational lands in the unincorporated areas of the San Mateo County coastside, by concentrating development within the boundaries of the City in accordance with Sections 30250, 30007.5, 30241, and 30242 of the Act.

The Plan's policies are organized into major topic areas reflecting principal coastal resource protection and development issues in Half Moon Bay arising out of Coastal Act policies. Each section is prefaced with pertinent policies from the Coastal Act and is followed by a discussion of critical local issues and problems related to the topic. The background for most of these discussions is found in the hearing record before the City and the Coastal Commission described in Chapter I.B, and in Study Papers on each topic previously issued for public discussion and comment.

The Study Papers were not intended to be definitive statements of findings or policies; but rather to focus and stimulate public discussion for the purpose of eliciting the evidence and findings which support the policies adopted herein.

The issues discussions attempt to pinpoint necessary policies and action, especially in bringing City and other governmental policies, practices, and regulations into conformance with the Coastal Act.

At the end of each topical section, the City has adopted policies which bring its General Plan into conformance with the Coastal Act. After certification of the Coastal Land Use Element, all new development in the City will have to meet the standards set forth in these policies.

Due to the modest size of the City, separate sections are not presented for individual neighborhoods. Where appropriate, reference is made in the issues discussion and in the policies to specific needs, issues, or standards applicable to particular parts of the City. Otherwise, the mapped representation of policies provides the means by which to apply the written policies to specific areas and sites.

## 1.3 Basic Findings

On the basis of all of the evidence before it, the City makes the following basic findings which support the policies set forth in this Plan:

- (a) The City should permit and encourage development by the private sector of 2,500 new dwelling units by the year 1992 and an additional 2,927-3,073 new





dwelling units by the year 2000, based upon (1) the large amount of available land historically zoned for development, (2) the desirability of preserving coastal resources by concentrating new development in the coastside's existing urban center through infilling between previously developed city neighborhoods, and (3) in order to meet the housing demands of both the next generation of the existing population as well as those others seeking a desirable coastal environment consistent with the preservation of the health, safety, and economic welfare of the community.

- (b) In order to encourage preservation of the maximum amount of prime agricultural soils in, and achieve other Coastal Act goals of particular applicability to, the unincorporated area of the San Mateo County coastside, the City should permit and encourage development by the private sector of as many new dwelling units as possible, up to areawide needs, in conformity with the policies and requirements of Sections 30007.5, 30241, 30242, and 30250 of the Act.
- (c) The entire City of Half Moon Bay is an urban area suitable for residential, commercial, and industrial development, particularly in relation to the unincorporated area of the San Mateo County coastside.
- (d) There is no agricultural production in the City other than floriculture/horticulture that has any area economic significance. The agricultural economy of the City consists of the existing greenhouse/potted plant operations (which are not soils-dependent) and some of the existing field flower operations. The economic viability of these operations is no longer certain. The use of land within the City for the production of food crops is not feasible.
- (e) New or renewed food and field flower production within the City is not feasible. Prospects for the expansion of existing greenhouse/potted plant operations are minimal and the entry of new operators is not feasible.
- (f) There is not now, and likely will not be, any demand for additional land within the City for floriculture use. This LUP reserves sufficient additional land for any demand which might arise.
- (g) There is no present or projected need for reservation of additional land within the City for public acquisition and use except as specifically set forth in this Plan.
- (h) There is no present or projected need for reservation of additional land within the City for coastal-dependent industry.
- (i) The City lacks the financial resources to purchase land and/or development rights to provide lands for public recreational and/or open space use and cannot reasonably expect to obtain funds for such purposes from the County



of San Mateo, the State of California, the Federal Government, or elsewhere except to the extent limited funds of the Coastal Conservancy may be available for the Wavecrest Restoration Project described in Chapter II, Part 9, of this Plan.

- (j) There presently exists an unmet need for additional land for equestrian and golf course use.
- (k) There presently exists an unmet need for additional land for visitor-serving recreational facilities.
- (l) Neither the public health and welfare nor Coastal Act goals require, and there is no evidence which would support, adoption by the City of policies which would limit or delay the ability of the City, in cooperation with the private sector, to provide the housing units and meet the time frames proposed in Table 9.3 (p. 132) of this Plan.

#### 1.4 General Policies

The following general policies shall provide the framework for the Coastal Land Use Element:

##### Policy 1-1

The City shall adopt those policies of the Coastal Act (Coastal Act Sections 30210 through 30264) cited herein, as the guiding policies of the Land Use Plan.

##### Policy 1-2

Where policies within the Land Use Plan overlap or conflict, on balance, the policy which is the most protective of coastal resources shall take precedence.

##### Policy 1-3

Where there are conflicts between the policies set forth in the Coastal Land Use Element and other elements of the City's General Plan or existing ordinances, on balance, the policies of this Coastal Land Use Element shall take precedence.

##### Policy 1-4

Prior to the issuance of any development permit required by this Plan, the City shall make the finding that the development meets the standards set forth in all applicable Land Use Plan policies.





Policy 1-5

The textual discussion is intended as elaboration of and justification for the Plan policies and map designations. Therefore, the text shall be considered a part of the Land Use Plan, serving as the findings justifying the specified policies and Land Use Maps. Appendices A and B are hereby incorporated into the Plan.







## 2. COASTAL ACCESS AND RECREATION

### 2.1 Coastal Act Policies

The public's right of access to all beach areas below the ordinary high water mark (mean high tide line) is guaranteed by the California Constitution. The Legislature, in passing the Coastal Act, did not alter these basic public rights but did establish a policy framework for achieving the goal of providing maximum opportunities for public use and enjoyment of the coast. Coastal Act policies which address the issues of access include the following:

#### Access

- 30210 In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with the public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.
- 30211 Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.
- 30212 Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources; (2) adequate access exists nearby, or; (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.

For purposes of this section, "new development" does not include:

- (1) Replacement of any structure pursuant to the provisions of subdivision (g) of Section 30610.
- (2) The demolition and reconstruction of a single-family residence; provided, that the reconstructed residence shall not exceed either the floor area, height, or bulk of the former structure by more than 10 percent, and that the reconstructed residence shall be sited in the same location on the affected property as the former structure.





(3) Improvements to any structure which do not change the intensity of its use, which do not increase either the floor area, height, or bulk of the structure by more than 10 percent, which do not block or impede public access, and which do not result in a seaward encroachment by the structure.

(4) Any repair or maintenance activity for which the Commission has determined, pursuant to Section 30610, that a coastal development permit will be required unless the Commission determines that such activity will have an adverse impact on lateral public access along the beach.

As used in this subdivision, "bulk" means total interior cubic volume as measured from the exterior surface of the structure.

Nothing in this division shall restrict public access nor shall it excuse the performance of duties and responsibilities of public agencies which are required by Sections 66478.1 - 66478.14 inclusive, of the Government Code and by Section 4 of Article X of the California Constitution.

#### Recreation

The following sections provide the policy framework for analysis of recreational and visitor-serving needs and requirements in Half Moon Bay. They cover public recreation, visitor-serving commercial recreation, land use priorities, the location of support facilities, and provision for local recreation needs:

30212.5 Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate the impacts — social and otherwise — of overcrowding or over use by the public of any single area.

30213 Lower cost visitor and recreational facilities and housing opportunities for persons and families of low to moderate income, as defined by Section 50093 of the Health and Safety Code, shall be protected, encouraged, and where feasible, provided. Developments providing public recreational opportunities are preferred. New housing in the Coastal Zone shall be developed in conformity with the standards, policies, and goals of local housing elements adopted in accordance with the requirements of subdivision (c) of Section 65302 of the Government Code.

30220 Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.

30221 Ocean front land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.



30222 The use of private lands suitable for visitor-serving commercial recreational facilities shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

30252.6 The locations and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of on-site recreational facilities to serve the new development.

## 2.2 Planning Issues<sup>(1)</sup>

The City of Half Moon Bay contains 6.2 miles of shoreline and associated upland area, of which 4.5 miles (73%) are in public ownership. From the northernmost beach at Pillar Point, East Breakwater, the beach is continuous for 5.2 miles until just south of Redondo Beach Road, with stretches of beach further south in front of Half Moon Bay Country Club, at Miramontes Point, and at Canada Cove. The bluffs overlooking the shoreline range from about 2 feet in height to about 80 feet, with higher bluffs to the south. Bluff retreat and erosion is occurring, to varying degrees, along the entire length of the shoreline, with higher rates of retreat in the north associated with the Pillar Point Harbor breakwater. Natural erosion is accelerated by human, equestrian, vehicular, and agricultural use. Five creeks or drainage courses empty into the ocean, the mouths of which have been degraded by runoff and human intrusion.

With the exception of Mirada Road, Half Moon Bay Country Club, and south of Arroyo Canada Verde, most of the bluffs and near-shoreline uplands are in public ownership. Public ownership generally extends a minimum of 400 feet inland from the mean high tide line.

The area supports a range of recreational uses, including sunbathing, swimming, walking and jogging, breakwater fishing, clamming, horseback riding, camping, off-road vehicles, golf, and viewing. Due to its close proximity to major San Francisco Bay Area urban centers and its attractive setting, Half Moon Bay beaches receive moderately high use. Use is expected to increase gradually in the future in accordance with the increasing demand for recreation near urban areas.

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(1) Detailed information and analysis on which the following discussion is based can be found in the background Study Papers on Coastal Access and Visitor-Serving Facilities.





### Insufficient Vehicular Access from Highway 1

Inadequately improved and signed access routes to the shoreline from Highway 1 are a constraint on conflict-free access to the shoreline, especially the Half Moon Bay State Beach, during periods of peak recreational use. Most of the roads to the shoreline are either unimproved or are not designed for heavy vehicular traffic and do not afford easy or optimally located access. Lack of adequate access routes limits traffic flow and confuses drivers, resulting in unnecessary congestion and use of residential streets for access to the beach.

Lack of adequate signage and intersection controls for beach-bound traffic are both noticeable. The result is frequent use of residential streets for access to the beach and slow traffic along Highway 1 as drivers look for routes.

The lack of traffic controls along Highway 1 makes it extremely difficult for northbound vehicles to turn onto access roads to the beach or to get back onto the highway going north. In addition to accident hazards, this problem aggravates traffic congestion on days of peak use.

Solutions must encompass visitor and local traffic conflicts, reduction of visitor traffic through and parking in residential areas, interference with agricultural operations, environmental degradation and provision of adequate support for visitor use.

Relatively modest levels of investment in signage and traffic modifications (left-turn pockets, signals) and more costly improvements to unimproved roads offer the opportunity for substantial gains in visitor access and reduction in conflicts with residents. A great advantage is presented by the existence of numerous public rights-of-way to the shoreline, both improved and unimproved. Opportunities are also presented to derive local economic benefits from visitors to the City if circulation is properly handled.

Existing conflicts resulting from residential development adjacent to and fronting on major access routes must be minimized and avoided in the future, both to protect the right of access to the beach and to ensure desirable residential communities. This objective requires that primary access routes to parking facilities serving beach recreation be located so as to minimize conflicts with existing neighborhoods and that new residential developments not front on or require use of such access routes for local traffic circulation. Relocation of some existing, unimproved public rights-of-way and access routes and requirements for buffers and alternative property access for new developments can achieve compliance with Coastal Act policies at relatively little expense.



## Need for Pedestrian Accessways to Beaches

### (a) Vertical Access

No access improvements exist outside the State Beach area and visitors have created trails to the beach along much of the shoreline. Environmental damage results from lack of designated, improved access routes descending steep bluffs, over dunes, and near the mouths of creeks. Easiest vertical access is in the relatively flat Half Moon Bay State Beach area. This is where use is highest and the most concentrated access improvements should occur. The publicly owned County Acquisition area contains high erodable bluffs and more limited opportunities for improvements. Some vertical improvements will be required to protect bluff faces and eliminate hazardous trails, but high intensity use should be discouraged.

In the few remaining near-shoreline areas in private ownership, provision for access to the beach in accordance with appropriate levels of use and protection of sensitive habitats is needed in connection with any new development.

Two kinds of vertical access improvements are required to enhance access for visitors and residents to the shoreline and to avoid conflict between visitor use and residential neighborhoods. The first kind of access improvement is required to provide for both vehicular and pedestrian access from Highway 1 to the shoreline, where Highway 1 is the first public road parallel to and inland of the shoreline. This type of access is intended to be provided by public streets located and strictly limited in order to ensure adequate circulation and parking facilities for visitors and to minimize conflicts between visitor traffic and residential neighborhoods. The second kind of access is required to provide for near-shoreline pedestrian access from streets other than Highway 1 which are now the first public roads and from future streets which will become the first public roads near the shoreline. In this case, it is not desirable to make provision for or encourage vehicular access to the shoreline from Highway 1, but rather to concentrate such vehicular access where parking facilities are to be provided.

### (b) Lack of City Resources to Construct or Maintain Accessways

Due to lack of adequate financial resources to construct or maintain public accessways to the shoreline for the benefit of coastal visitors, the City does not intend to become the owner or otherwise accept responsibility for accessways, their construction or maintenance. The City intends to require offers of dedication and/or construction of accessways by those engaging in private development near the shoreline so that such dedications may be accepted by the County, a State agency, or a private entity suitably funded and organized to construct, manage, and maintain such accessways. Due to the fact that most accessways connect to recreational beach areas owned by the County or State Department of Parks and Recreation, these are considered the appropriate public agencies to accept responsibility for accessway maintenance.





### Parking Capacity and Recreational Area Use

Parking is the issue of primary concern with respect to adequacy of access to and capacity for use of public recreational facilities. Lack of adequate parking facilities is the major limiting constraint on shoreline access and use of the beach in the City. Inadequacies of supply, location, and distribution conflict with residential and agricultural uses and inadequacy of improvements must be addressed to achieve Coastal Act policies with respect to coastal access and recreation.

Available parking facilities do not meet expected levels of demand for access associated with recreational use of the Half Moon Bay shoreline based on reasonable design capacity standards. Almost half of the weekends in the year produce sufficient attendance to exceed the capacity of formal parking facilities. Deficits in formal parking are made up by informal parking throughout the City, especially on neighborhood streets near the State Beach and on open fields in the southern part of the City. Although it is not appropriate to plan for the maximum peak demand, average peak use requires additional formal, improved parking to enhance access and recreational use and to reduce conflicts with residential areas.

Opportunities exist to correct major inadequacies through relocation, restructuring, and improvement of existing parking facilities. These opportunities are heightened by the availability of publicly owned land, lack of residential development near the beach, and potential for improving existing parking areas so that they can be used more efficiently. However, the scale of parking must be related to appropriate levels of recreational use along the shoreline and potential conflicts with existing residential neighborhoods. New, improved, and expanded facilities are proposed to be distributed along the entire shoreline in accordance with desirable levels of recreational area use.

Future increases in demand for coastal recreation can be easily accommodated in the existing State and County beach areas, with proposed parking facility and other support facility improvements. No significant increase in publicly owned ocean front land is required, except for the provision of accessways. For adequate maintenance and response to projected recreational demand, the State Beach should be expanded to include the County Acquisition area with modest acquisition of some private property west of Railroad Avenue and at Miramar Beach to provide an adequate buffer between residential and recreational uses. Additional demand for campsites should be met chiefly in the public recreation area. Most of the other needed improvements to enhance recreational use and capacity without harm to habitat areas will involve access and lateral trail improvements.

### Lack of Adequate Public Recreation Improvements, Facilities, and Maintenance

The State Parks Plan and prior studies indicate the need for additional facilities for walk-in and recreational vehicle campsites. An issue is raised by the demand for RV campsites. Satisfaction of total demand in areas west of Highway 1 would conflict with existing residential development and agriculture; however, there are opportunities for additional sites of modest size; two are proposed in the Plan. Other sites may be possible in the hills east of Highway 1, chiefly in the unincorporated area.





### Visitor-Serving Facilities and Commercial Recreation

Significant new visitor-serving facilities will not be required, given the planned addition of hotel accommodations and normal additions in food services capacity. Little visitor use in Half Moon Bay involves requirements for overnight accommodations. Therefore, only limited facilities for campsites, other than for day use, are required. Additional demand for overnight tent camping should be met in the established regional recreation area, while additional recreational vehicle campsites should be located both on private property and in the public recreation area where there is no conflict with existing residential development. Opportunities exist to supplement visitor-serving facilities, while serving local needs and enhancing the local economy, through continued revitalization of the Main Street core and limited development in a few distinct areas. Priority is given to reinforcement of the community core in new visitor-serving commercial development.

Demand for commercial recreation in the form of equestrian facilities and golf exceeds supply. Additional encouragement of horseback riding near the area of greatest regional recreation use would be inappropriate, given the current environmental problems posed by horses and the conflict with pedestrian beachgoers. More desirable opportunities exist in the hills, in connection with the County trail system, and in the southern part of the City on the coastal terrace, if set back from the coastal bluffs. Since there are no substantial requirements for land for coastal recreation outside existing public areas, additional demand for golf may, in part, be provided for on the coastal terrace.

### Protection of Environmentally Sensitive Habitat Areas

Some existing paths to the beach down steep bluffs involve safety hazards. In addition, their current use has destroyed stabilizing vegetation, increased bluff erosion, and disrupted riparian habitats. Most of the conflicts occur in the southern half of Half Moon Bay where access to the beach and along the bluff tops by people, horses, and motor vehicles is uncontrolled. However, problems are also occurring in other areas; along and at the mouth of Frenchmans Creek, at the mouth of Pilarcitos Creek, in Arroyo Canada Verde, and at Dunes Beach, where access is across the dunes. Re-siting of accessways, accessway improvements, the location of high-intensity use and support facilities away from sensitive areas and improved signage will all be needed to protect habitat values.

### Local Recreation Needs

The City has an ambitious program for new park and recreation facility development to serve mid-coast residents. Existing parks are chiefly for passive recreation, with school playgrounds and the Smith Fields baseball diamonds currently serving active recreation demand. In addition, the beach provides a wide range of recreational opportunities which supplement local facilities. The primary unmet need is for additional active recreation, including playfields, a swimming pool, tennis courts, and a general-purpose community center. From 20-30 acres of additional recreational development is required to meet these needs, not including replacement of the Smith Fields (currently rented). Future population growth will call for additional facilities of similar type.



The City has proposed to meet the existing unmet needs through the development of a comprehensive community center/recreation facility. The first phase of development would require at least 15 acres with ultimate expansion of 15 acres. The proposed site is near the Johnson House outside the City on land in City ownership. The Plan also proposes reservation of two additional sites to meet future local park and recreational needs. One would be included within the Wavecrest Planned Development District, primarily for passive recreation.

A second site is reserved to serve the long-term needs of the City and that portion of the population living north of downtown, just south of Frenchmans Creek and east of Highway 1. The second site would both constitute a local park adjacent to the protected creek corridor and provide active recreation facilities. The need for additional neighborhood facilities to accommodate future population growth can and should be provided as a part of new planned developments where new park and recreation facilities are desired. Where such facilities are not desired, in lieu fees will be levied under the City's Park Dedication Ordinance to ensure the City's ability to accommodate such needs at appropriate locations.

## 2.3 Policies

Policies and recommendations are intended to provide the framework for implementation of the Coastal Act goal of providing maximum opportunities for access and recreation. The policies are intended to establish guidelines regarding: (1) dedication of appropriate access easements in private development, and (2) appropriate kinds, locations, and intensities of recreational development by public agencies and private developers. In addition, new accessways and recreational development must meet all other applicable standards and policies included in this Plan. Policies of particular importance are those related to Habitat Protection (Section 3) and Hazards (Section 4).

General Policies (2-1 through 2-11) are followed by a set of specific policies and recommendations designed to increase opportunities for access and recreation. Existing and proposed access areas are depicted on the Access Improvements Map and the Land Use Plan Map.

### 2.3.1 General Policies

#### Policy 2-1

The State Department of Parks and Recreation, other State agencies, the County of San Mateo, or any private agency organized for the purpose of accepting dedications for public use, shall be designated to accept offers of dedication required by this Plan to increase opportunities for public access and recreational use of the Regional Public Recreation Area designated on the Land Use Plan Map. Any offers of dedication or easement required by this Plan shall be reserved until accepted by one of the above listed entities or until the expiration of twenty years from the date of offer.





#### Policy 2-2

For all new development within 200 feet of bluff or foredune edge, granting of lateral easements to allow for public access along the shoreline shall be mandatory unless publicly owned land suitable for trail development intervenes between the development and the bluff edge. All beach seaward of the base of the bluff shall be dedicated. At a minimum, the dedicated easement shall have a width sufficient to allow an adequate trail and to protect the privacy of any residential structures built near the accessway.

Lateral trails along the bluff edge shall be set back at least 10 feet and native vegetation shall be established between the trail and the edge to stabilize the bluff top.

#### Policy 2-3

The State Department of Parks and Recreation shall be encouraged to assume responsibility for the County Acquisition area and implement LCP mandated access and recreation improvements.

#### Policy 2-4

The State Department of Parks and Recreation shall review all accessway plans on property abutting the State Beach and County Acquisition area to ensure they are consistent with the Recreation Area Plan.

#### Policy 2-5

No structure shall be built within 15 feet of an accessway or the boundary of public shoreline recreation area ownership. A greater distance may be required to minimize adverse visual impacts, to protect residential privacy, or to protect public access.

#### Policy 2-6

All vertical and lateral public accessways shall have clearly posted signs specifying the public's right to use these areas; signs shall also contain any limitations on the public's right of access and specific uses.

#### Policy 2-7

In a zone extending approximately 200 feet inland from the mean high tide line, priority shall be given to coastal-dependent and related recreational activities and support facilities. However, camping facilities should be set back 100 feet from the beach and bluffs and near-shore areas reserved for day use activities.



In no case shall recreational improvements, other than accessways, lifeguard facilities, trash containers, and informational signs be located directly on the dry, sandy beach.

#### Policy 2-8

Recreational uses on ocean front lands that do not require extensive alteration of natural environment shall have priority over recreational uses requiring substantial alterations. This shall apply to both public and private development.

Off-road vehicle use shall be prohibited in regional recreational areas, as designated on the Land Use Plan Map.

#### Policy 2-9

Development unrelated to on-site recreational activities shall not be permitted in publicly owned recreational areas, with the exception of the State Park administrative and maintenance operations located at Half Moon Bay State Beach.

#### Policy 2-10

In implementing all proposals made in this Plan for expanding opportunities for coastal access and recreation, the State of California, the County of San Mateo, or any private entity organized for acquisition of public dedication shall make all purchases. The City's role shall be to require dedications as provided in this Plan in order to reduce required purchases, and to retain any offers of dedication or easements required by this Plan as open for acceptance by the above listed entities for a period of twenty years.

#### Policy 2-11

Encourage Caltrans to improve signs along Highway 1 designating specific access routes as provided for in the Plan. Signs shall also be posted at entrances to the City, informing the public about the recreational resources available in Half Moon Bay, and routes to reach these areas.

### 2.3.2 Area Specific Policies

The following policies and specific recommendations are incorporated into the Plan for planning areas in the City of Half Moon Bay. Specific policies and recommendations in this section are intended to supplement and interpret the General Policies 2-1 through 2-11.



## Pillar Point Harbor

### Policy 2-12

Encourage and, to the extent permitted by law, require improvements to be made by the San Mateo County Harbor District to the Pillar Point Harbor facility to increase access and recreational opportunities.

- (a) Resurface, grade, and improve drainage at the existing southerly parking lot and its access road from Highway 1.
- (b) Prevent fencing blocking lateral access in cooperation with provision of trail on adjacent property to the south and west. (There is no fence blocking access).
- (c) Encourage the surfacing of the east breakwater to encourage and support its use for fishing. (This is precluded by Corps of Engineer Policy).
- (d) Maintain and upgrade the Harbor District east parking area as an RV park. Provide hookups and trash collection.

## Miramar Beach

### Policy 2-13

Close the northern end of Mirada Road where it intersects with Highway 1 to eliminate blufftop parking and resulting blufftop erosion.

### Policy 2-14

As a condition of development on the Miramar Beach Development Company property, require the developer to provide:

- (a) A vertical easement and stairway to replace dirt trails down to the beach, to be dedicated to the State.
- (b) A lateral easement and pedestrian trail linking Mirada Road with San Andreas Avenue on the ocean side of any development, to be dedicated to the State.
- (c) Adequate landscaping to screen the accessways from development and setbacks from the trails equal to or greater than those permitted for equivalent density development in the Zoning Ordinance.

## Half Moon Bay State Beach and County Acquisition Area

### Policy 2-15

Designate, sign, and improve, as primary Beach Access Routes to the State Beach the following streets as shown on the Land Use Plan Map: Young, Venice, and Kelly.





- (a) Provide for left-turn lanes at each primary access route, with signs on Highway 1 indicating beach access.
- (b) Encourage Samtrans to provide peak weekend transit service to the beach on Kelly and Venice and reserve the possibility of eventual connections with remote parking sites.

#### Policy 2-16

Designate, sign, and improve western extension of Higgins Canyon Road, Miramontes Point Road, Redondo Beach Road, one additional beach access route as may be called for in the Conservancy Plan, and a new State Park entrance north of Venice Beach Road, as beach access routes.

#### Policy 2-17

Provide improved State parking facilities for at least 1,000 automobiles generally in accordance with the allocation provided on the Access Improvements Map with most parking located at the end of the primary Beach Access Routes.

- (a) No parking facility designed for more than 200 vehicles.
- (b) No parking facility south of Kelly designed for more than 50 cars, located at least 50 feet back from the bluff edge.
- (c) Parking lots to be located on public property accessible directly from primary and secondary access routes, located at least 100 feet from lots zoned for residences and suitably screened by berms, landscaping, or lowered elevation.
- (d) Parking surfaces to be designed to ensure that water runoff does not exceed that which exists prior to the improvement.

#### Policy 2-18

Within the boundaries of the State Beach and County Acquisition areas, locate all parking lots, structures, and water and toilet facilities at least 100 feet from the center line of any drainage course terminating at the beach.

#### Policy 2-19

Retain the 51 RV campsites at Frances Beach and provide additional 80 RV campsites, 40 walk-in campsites, and 3 additional restrooms; locate all new improvements at least 100 feet from Pilarcitos Creek and privately held lands within the City to the east.

#### Policy 2-20

Locate parking facilities so that beach access is not across dunes, where possible, and use wooden walkways where access across the dunes is required from new parking facilities; post signs to discourage random passage to the beach.



#### Policy 2-21

The State and the County of San Mateo should construct new paths or stairs down to the beach from the end of westerly extension of Higgins Canyon Road as designated in Policy 2-16. In conjunction with adjacent new development, encourage the construction of paths or stairs to the beach as shown on the Access Improvements Map.

#### Policy 2-22

Provide an improved bluff edge trail designed to improve coastal access and avoid increase in bluff edge runoff from Kelly to Miramontes Point Road as shown on the Access Improvement Map or as determined by the Wavecrest Conservancy Project for the area between Seymour and Redondo Beach Road. Connect the lateral trail to the beach with vertical trails at the end of Kelly, midway between Kelly and Seymour, at the end of Seymour, midway between Seymour and Redondo Beach Road as determined by the Wavecrest Conservancy Project, near the end of Redondo Beach Road, and at the end of Miramontes Point Road.

#### Policy 2-23

Locate all new picnic, water, and toilet facilities and day use campgrounds north of Kelly avenue, near new parking facilities.

#### Policy 2-24

Provide a new recreational vehicle campground for not more than 100 vehicles within the Wavecrest Project Area. To be screened by trees to the greatest extent possible.

#### Policy 2-25

Use landscaping and signs to separate horse and pedestrian trails. Restrict horseback riding to that portion of the recreation area north of Seymour (as relocated).

#### Policy 2-26

Extend the State Beach in accordance with the finally approved Conservancy Plan.

#### Miramontes Point/Manhattan Beach

#### Policy 2-27

Designate and sign Miramontes Point Road as a secondary Beach Access Route to the beach, hotel, and vista point.





#### Policy 2-28

Implement the approved plan for Miramontes Point Road, the new improved parking lot, and the vista point on Miramontes Point, as indicated in the Land Use Plan, continuing on to connect with the Country Club Hotel. Provide for return of the continuous lateral shoreline trail to Highway 1 along Miramontes Point Road to discourage travel through County land south of city limits of Half Moon Bay.

#### Policy 2-29

Encourage public ownership or easements between the bluff edge and the Miramontes Point Road extension to the extent necessary to assure lateral coastal access, protection of the bluffs, siting of the new parking and vista area, and construction of the extension of Miramontes Point Road.

### 2.3.3 Policies for Visitor-Serving Commercial Development

#### Policy 2-30

Generally locate new visitor-serving commercial development facilities that provide lodging, food, and automobile services within the downtown commercial core, within and near Ocean Colony/Half Moon Bay Golf Links, at Pillar Point Harbor (near Dunes Beach), and in the Wavecrest area as designated in the Wavecrest Conservancy Project.

#### Policy 2-31

Allow for the location of new non-coastal-dependent visitor accommodations such as resort hotels, in areas environmentally suitable for these forms of activities if consistent with land use designations and the LUP Map.

### 2.3.4 Policies for Commercial Recreation

#### Policy 2-32

Locate new or expanded commercial recreation facilities in areas already established for such uses, with priority to locations in the commercial core of the City, except where use characteristics are incompatible with densely developed commercial areas (e.g. stables and golf courses) or where there is a particularly strong connection between a commercial facility and a recreation activity immediately adjacent to the site, such as a fishing supply store and fishing at Pillar Point Harbor.



#### Policy 2-33

Locate new equestrian facilities near proposed County trail systems in upland areas east of Highway 1 or on sites where the coastal terrace is broad enough to accommodate such use without conflicts with public recreation. Limit equestrian use and facilities west of Highway 1 to the level now generally available and encourage relocation to upland areas.

#### 2.3.5 Policies for Local Recreation

#### Policy 2-34

Designate land to be reserved for future satisfaction of residents' needs for additional passive and active recreational facilities as indicated on the Half Moon Bay Land Use Plan and Map and begin implementation of the program playfield/community center concept to meet existing needs. Develop the proposed recreational center in phases, with at least 15 acres needed for Phase 1 and a balance for Phase 2.

#### Policy 2-35

Continue the existing policy of requiring land dedications or in-lieu fee contributions to assure adequacy of recreation and park facilities to meet the demand generated by new developments. Modify the existing Dedication Ordinance to assure that contributed fees are equivalent in value to lands which would otherwise be required by basing the fees on the equivalent fair market value of the land which would otherwise be dedicated.

Development on agriculturally used lands shall result in assessment of fees only on that portion of land developed for non-agricultural purposes. Fees on the remaining portion of agriculturally used land shall be assessed at the time the remaining lands are converted to non-agricultural uses.









3. ENVIRONMENTALLY SENSITIVE HABITAT AREAS: MARINE AND WATER RESOURCES

This component of the Plan is a direct utilization of the San Mateo County Certified Sensitive Habitats component. It has been altered slightly to reflect an accurate interpretation of the circumstances that exist in Half Moon Bay.

3.1 Coastal Act Policies

Section 30240 (a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on such resources shall be allowed within such areas. (b) Development in areas adjacent to environmenally sensitive habitat areas shall be sited and designed to prevent impacts which would significantly degrade such areas, and shall be compatible with the continuance of such habitat areas.

Section 30230 Marine resources shall be maintained, enhanced, and, where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

Section 30231 The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of groundwater supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

Section 30233

- (a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:
1. New or expanded port, energy, and coastal-dependent industrial facilities, including commercial fishing facilities.
  2. Maintaining existing, or restoring previously dredged, depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps.



3. In wetland areas only, entrance channels for new or expanded boating facilities; and in a degraded wetland, identified by the Department of Fish and Game pursuant to subdivision (b) of Section 30411, for boating facilities if, in conjunction with such boating facilities, a substantial portion of the degraded wetland is restored and maintained as a biologically productive wetland; provided, however, that in no event shall the size of the wetland areas used for such boating facility, including berthing space, turning basins, necessary navigation channels, and any necessary support service facilities, be greater than 25% of the total wetland area to be restored.
  4. In open coastal waters, other than wetlands, including streams, estuaries, and lakes, new or expanded boating facilities.
  5. Incidental public service purposes, including, but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines.
  6. Mineral extraction, including sand for restoring beaches, except in environmentally sensitive areas.
  7. Restoration purposes.
  8. Nature study, aquaculture, or similar resource-dependent activities.
- (b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for such purposes to appropriate beaches or into suitable longshore current systems.
- (c) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary. Any alteration of coastal wetlands identified by the Department of Fish and Game, including, but not limited to, the 19 coastal wetlands identified in its report entitled, "Acquisition Priorities for the Coastal Wetlands of California," shall be limited to very minor incidental public facilities, restorative measures, nature study, commercial fishing facilities in Bodega Bay, and development in already developed parts of south San Diego Bay, if otherwise in accordance with this division.

Section 30235 Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fish kills should be phased out or upgraded where feasible.

Section 30236 Channelizations, dams, or other substantial alterations of rivers and streams shall incorporate the best mitigation measures feasible, and be limited to (1) necessary water supply projects, (2) flood control projects where no other method





for protecting existing structures in the flood plain is feasible and where such protection is necessary for public safety or to protect existing development, or (3) developments where the primary function is the improvement of fish and wildlife habitat.

### Definition of Terms Used In Coastal Act Policies

Section 30107.5 "Environmentally sensitive area" means any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments.

Section 30116 "Sensitive coastal resource areas" mean those identifiable and geographically bounded land and water areas within the Coastal Zone of vital interest and sensitivity.

Section 30121 "Wetland" means lands within the Coastal Zone which may be covered periodically or permanently with shallow water and include saltwater marshes, freshwater marshes, open or closed brackish water marshes, swamps, mudflats, and fens.

### 3.2 Existing Regulations

#### Federal

Several major regulatory agencies have authority over development. At the Federal level, the Corps of Engineers regulates all navigable waterways and ocean access maritime uses. Under the Rivers and Harbors Act, a permit must be obtained from the Corps for construction of any structures including breakwaters and groins. The Corps is also responsible for regulation of dredging and the disposal of dredged material in coastal waters or beaches under Section 404 of the Water Pollution Control Act. By the same authority, the Environmental Protection Agency monitors and regulates the quality of effluent from secondary treatment facilities.

#### State

At the State level, the Department of Fish and Game maintains surveillance of waste water discharges, oil drilling, utilization of fishery resources, and the harvesting of invertebrates and aquatic plants. Any use of land or water up to the mean high tide line which is publicly owned must be permitted by the State Lands Commission. A permit is required from the Regional Water Quality Control Board for dredging, dumping, or any other activity which might adversely affect water quality. The California Coastal Commission has authority over any development within 1,000 yards of the mean high tide line and 3 miles out to sea.



## City

City ordinances (zoning) regulate development in the most sensitive habitat areas through the establishment of "Greenbelt areas." Further, the City's implementation of the California Environmental Quality Act (CEQA) provides a means of mitigation of impacts on riparian and on sensitive areas.

### 3.3 General Background and Issues

Human disruption of sensitive habitats has resulted from a large number of activities resulting in interference of natural processes and/or elimination of habitat. The close proximity of the City to a major urban area has created many potential resource management problems and a corresponding need for managing and protecting these resources.

The State of California, through its Parks and Recreation Department, and the City of Half Moon Bay, through its plans and ordinances, provide protection for environmentally sensitive areas which substantially meet the requirements of the Coastal Act.

However, stronger policies may be needed to: (1) ensure effective administration and more focused protection by specifying permitted uses and performance criteria for different types of habitats, (2) restore damaged sensitive habitats, and (3) balance Coastal Act requirements for protection of fragile resources with requirements for the provision of shoreline access while keeping in mind that the protection of environmentally sensitive habitats has highest priority.

Since most sensitive habitats in Half Moon Bay are related to streams and the coastal bluff and foredune area, problems associated with maintenance and restoration are closely linked with hazard and water resource issues. Existing public ownerships and General Plan policies offer major opportunities for protection of habitats, along with the accomplishment of other objectives.

## RIPARIAN HABITATS

### Background Information

#### Definitions

##### Riparian Area

The Local Coastal Plan defines "riparian area" as any area of land bordering a stream or lake, including its banks. It includes land at least up to the highest point (in cross section) of an obvious channel or enclosure of a body of water. Such areas extend to the outer edge of appropriate indicator plant species (see Riparian Vegetation).





Although water rights law considers riparian rights only on natural watercourses, the definition included here extends riparian area to all bodies of water, intermittent or perennial, man-made or natural. Vernal pools or vernal wet areas are excluded except when accompanied by riparian vegetation.

### Riparian Vegetation

Riparian vegetation requires or tolerates soil moisture levels in excess of that available in adjacent terrestrial areas, and is typically associated with the banks, edges, or terrestrial limits of freshwater bodies, watercourses, and surface emergent aquifers. Riparian vegetation can be distinguished from adjacent upland vegetation as it forms a visually distinct and structurally separate linear plant assemblage along the shoreline of waterways. Vegetation shall be considered to be riparian if at least 50% of the cover in an area is made up of riparian species.

The following are species commonly found in San Mateo County riparian areas: (1) California cordgrass, (2) Red alder, (3) Jaumea, (4) Pickleweed, (5) Big leaf maple, (6) Narrowleaf cattail, (7) Arroyo willow, (8) Broadleaf cattail, (9) Horsetail, (10) Creek dogwood, (11) Black cottonwood, and (12) Box elder.

### Importance of Riparian Habitats

Riparian areas and streams are important for a number of reasons:

- (a) Streams make an important contribution to beach nourishment through conveyance of sand.
- (b) Nutrients derived from the watershed are transported to marshes and estuaries through riparian corridors.
- (c) The freshwater delivered by watercourses is an essential component of brackish water environments, such as marshes and estuaries.
- (d) Many plant and resident and migratory animal species are associated with riparian areas. Cover provided for resident wildlife while watering is an important protective feature.
- (e) Nearly all native tree vegetation in low lying areas occurs in riparian habitats. Their presence provides diversity in the landscape.

### Estimate of Future Conditions

The future condition of coastside riparian areas depends largely on the development and land use activities which are to be permitted there. Maintenance of the valuable ecological functions performed by riparian areas depends heavily on regulation of land use within the immediate environment as well as control of land use in the larger watershed.





## Existing Regulations

### State

The California Division of Water Rights maintains lead authority for stream diversion activity where a permit for unappropriated water is required. In these cases, the Division requires the State Department of Fish and Game to evaluate effects on the fish and wildlife.

### City

The City Zoning Ordinances provide certain limited safeguards through the "Greenbelt" designation and implementation of mitigating measures set forth with required California Environmental Quality Act (CEQA) reports on specific projects.

## Development and Land Use Impacts

Development and land use activities such as agriculture, bridge and road construction, dams and diversions, sanitary landfill, and unrestricted public access have had adverse impacts on riparian corridors and the adjacent upland.

Soil erosion has caused some siltation in the lower reaches of streams. Heavy siltation of the stream bed can clog the natural flow of water from the surface into groundwater reserves. Increased sediment also results in higher flows and increased flood hazards and damage to spawning areas.

Unrestricted public access has resulted in heavy trampling of riparian corridors. Protection of riparian habitats requires regulation of land use within stream corridors as well as control of land use in adjacent areas. The City needs to protect the riparian habitats of all perennial and intermittent streams. In addition, the City needs to establish buffer zones to protect stream habitats from the possible adverse impacts of adjoining land uses.

## Water Impoundments

The withdrawal of water from stream courses for agricultural use has created a heavy drain on stream flow, particularly in summer months. Restricted stream flow may inhibit fish migration, lower water quality, reduce the amount of sand carried to beaches, and impact riparian vegetation. The City can require that water divertors bypass at least the minimum volume of water recommended by the Department of Fish and Game, and encourage wintertime diversions to the greatest extent possible. Dams, diversions, and impoundments for agricultural water supply may inhibit or prevent upstream migration of anadromous fish. The City can prohibit the erection of structures which prevent the upstream migration of anadromous fish unless measures are taken to allow fish to bypass the obstacles.



## Adequacy of Existing Regulations

Although existing City regulations clearly state the desire to protect riparian habitats, they fail to prescribe appropriate permitted uses in such areas, and they fail to specify detailed performance standards to ensure resource protection. More effective management policies for these areas are needed to meet the requirements of the Coastal Act.

## SAND DUNES

### Background Information

#### Existing Conditions

Dunes are structurally fragile environments which provide permanent or temporary habitats for a wide variety of animals. The plant species of dunes are well adapted to the shifting sands of dune formations. Foredunes, exposed to the full force of the wind, have the least vegetation, while the less exposed back dunes offer a more stable environment for vegetation. For the purposes of this discussion, "active" dune refers to any unstabilized dune.

#### Estimation of Future Conditions

Dune formations may return to natural equilibrium quickly once physical stress is removed or prevented. Thus, the benefits of protection from human disturbance can be immediate. If not protected, these fragile systems may sustain further damage. It should be noted that the State of California, Department of Parks and Recreation, currently has authority and control over all sand dune areas within the City of Half Moon Bay.

## SEA CLIFFS

### Background Information

#### Existing Conditions

Sea cliff faces provide special habitats for nesting birds such as the common murre, the snowy plover, and the pigeon guillemant, as well as burrowing animals. Vegetation along the face of these areas is limited to hardy grasses, certain succulents, and other adapted herbs and shrubs that can withstand constant wind, ocean salt spray, and steep slopes. Vegetation reinforces slope stability; root systems bind the face and help protect it from the erosive force of waves, wind, and rain.

The vegetation which occurs on the face of cliffs serves as a stabilizer. When it is removed or when surface materials are excavated along the face or on the beach protecting the face, slope stability is reduced. Slides may also be caused by adding





weight to the crown or cutting across the slide in the upland area. The deposit of large quantities of material, such as might accompany highway construction, can add enough weight to initiate movement. Water is an additional important source of weight; cliff erosion can be accelerated by runoff from irrigated fields or other sources.

### Future Conditions

Restoration of an eroded sea cliff is virtually impossible, but stabilization is usually practicable. One means of stabilization is to enhance vegetation on the bluff face by direct or terraced planting. Protection of the toe of the bluff above a cliff through various controls or excavation may also prove effective. Shoreline protective works (e.g. breakwaters, groins, etc.) that disrupt sand transport systems and result in further erosion of cliffs and bluffs should be prohibited.

### Issues

Development and associated activities, such as construction, foot traffic, and irrigation, can create or contribute significantly to erosion and geological instability in bluff and cliff habitats.

These areas can be protected from disturbance or destabilizing influences so as to protect the unusual habitat they provide. Alteration of cliff and bluff faces or removal of vegetation can be avoided. Road and underground utility construction can be avoided.

## RARE AND ENDANGERED SPECIES

### Background

There have been no rare and endangered species specifically located or identified within Half Moon Bay, however the following discussion is important and valuable in the event of future finds:

The terms "rare," "endangered," and "threatened," concern animals and plants which are to some degree restricted in numbers, size of population, degree of distribution, limited breeding ability, or other factors of importance to the scientific or general community and have to do with the potential continued existence of the organism concerned. The terms are variously used by Federal and State statutes. Federal and State documents list and describe the rare, endangered, and threatened animals and plants within California. All of the plants and some of the animals listed as such in this report have only been proposed for some status at either the State or Federal level.

Department of Fish and Game criteria are used to determine endangered status for animals. Endangered status is given when: (1) the mortality rate consistently exceeds the birth rate, (2) the animal is incapable of adapting to environmental



change, (3) the habitat is threatened by destruction or serious disturbance, and (4) survival is threatened by the unwanted introduction of other species through predation, competition, or disease.

The definition for endangered plants is that used by the California Native Plant Society (CNPS): "A plant actively threatened with extinction and unlikely to survive unless some protective measures are taken."

Rare status applies when: (1) the animal is confined to a relatively small and specialized habitat and is incapable of adapting to different environmental conditions, (2) although found outside California, the animal is nowhere abundant, and (3) the animal is so limited that any appreciable reduction in range, numbers, or habitat would cause it to become endangered.

Precise locations are not always possible because of the dynamic fluctuations of the populations. No attempt is made to locate with absolute precision the exact extent of any rare species. This is done to protect the species as well as to indicate that any boundary placed on such a distribution may not be the case from year to year or season to season. Any boundary for an organism delineated on a map would tend to place permanently that organism on that site without taking into account the possibility of its moving, increase, or decrease (even temporary or permanent disappearance) on or from any given site.

#### Existing Conditions (Animals)

Nine listed and proposed endangered, rare, or threatened animals are located in the San Mateo County Coastal Zone. These are: the San Francisco garter snake (*Thamnophis sirtalis tetrataenia*), the California least tern (*Sterna albifrons browni*), the California black rail (*Laterallus jamaicensis coturniculus*), the California brown pelican (*Pelecanus occidentalis californicus*), the San Bruno elfin butterfly (*Icaricia icarioides missionensis*\*), the San Francisco tree lupine moth (*Grapholitha edwardsiana*), the Guadalupe fur seal (*Arctocephalus townsendi*), the sea otter (*Enhydra lutris*), and the California brackish water snail (*Tyronia imitator*). There is also a "rare bird alert" for the rose breasted grossbeak (*Pheucticus idouicanus*).

#### 1. San Francisco Garter Snake (Federal: Endangered: State: Endangered)

This species is currently under study by the California Department of Fish and Game. Too little is known about its ecological restrictions and not all of the habitats have been mapped. The Management Committee for the San Francisco Garter Snake had its first official meeting on April 18, 1979. Mr. Ivan Paulsen of the Department of Fish and Game is the chairperson of the committee. Because so little is known about the snake, it was not possible for the committee immediately to make management recommendations. What is known is that the snake is a "collector's item" because of its attractive

\* This scientific name is listed in the Federal Register. The authority uses the genus Plebejus instead of Icaricia.





coloring and that it moves around reasonably easily in search of new prime habitats. Prime habitats have been considered in the past to be in and around wetland areas with permanent water and where the red-legged frog is present. Recently, the snake has been caught in open grassy areas some distance from riparian or marshy habitats. This emphasizes the need for more study, and it will be the committee's responsibility to develop the additional data.

The known distribution of the San Francisco garter snake is described and mapped in At The Crossroads, 1978 (pp. 26, 27), the official biennial report of the California Department of Fish and Game. The map in At The Crossroads is not very site-specific, an intentional action to prevent illegal taking.

2. California Least Tern (Federal: Endangered: State: Endangered)

This endangered bird inhabits salt marsh areas in the Coastal Zone of San Mateo County. The State and Federal agencies involved with endangered species have set up a Recovery Team whose specific function it is to try to remove the bird from the endangered list. Habitats in San Mateo County are relatively minor with respect to the total distribution, the primary habitats being in San Diego County. San Francisco Bay is important also, as is potentially any saltwater marsh.

3. California Black Rail (Federal: Not Listed: State: Rare)

This secretive bird has been seen in the vicinity of Pescadero Marsh. It is uncertain if the bird is nesting in the marsh, but because the sighting was in winter, the likelihood of its nesting at Pescadero is strong. Wintering is apparently mostly in San Francisco Bay marshes.

4. California Brown Pelican (Federal: Endangered: State: Endangered)

This shore bird inhabits the Santa Barbara Channel Islands and ranges into the offshore areas of San Mateo County for food. There apparently is no evidence that this bird nests in San Mateo County. Food stress may be an important factor causing abandonment of breeding nests.

5. San Bruno Elfin Butterfly (Federal: Endangered: State: Not Listed)

This butterfly is officially listed as endangered by the Federal government. The critical habitat has been described. It includes most of San Bruno Mountain which is outside of the Coastal Zone. Final rules were published in the Federal Register June 1, 1976. That portion of the butterfly's distribution within the Coastal Zone was not included as part of the critical habitat. Within the Coastal Zone, a small population occurs on the west slope of Peak Mountain (part of the Montara Mountain massif). The land upon which the butterfly is found within the Zone is potentially to be acquired by the State Department of Parks and Recreation. The larval food plant is a stonecrop (*Sedum spathulifolium*). Although this host plant is common in California, for some reason, possibly climatic, the butterfly's range, is restricted to the very northern portion of San Mateo County.





6. San Francisco Tree Lupine Moth (Federal: Proposed Threatened: State: Not Listed)

This moth was proposed for threatened status in 1978 by the Office of Endangered Species. Final rules have not been published. The rediscovery by Professor Powell of the University of California at Berkeley of this moth is the first collection made in some 60 years. The initial rediscovery in San Francisco provided incentive to search further south into San Mateo County (also north into Marin and Sonoma Counties). None was found to the north; however, to the south several localities were discovered in Pacifica, Half Moon Bay, Pigeon Point, and Ano Nuevo, all in San Mateo County. The larval stage is strictly found on the flowering stems of the tree lupine (*Lupinus arboreus*), a shrub native to the immediate coast and distributed from Ventura County to the Oregon border. It appears that the range of the moth is restricted to San Mateo and San Francisco Counties, and tends to be found where there are sizeable populations of the lupine. Therefore, in addition to the above locations, the moth may be found in a number of other places.

Lupine management in order to enhance the habitat for this moth is difficult, at best. Lupines are generally considered "pioneer" plants, i.e. they tend to come into disturbed sites. This is particularly true with the tree lupine, a short-lived perennial which inhabits sandy sites, most often disturbed, such as road cuts or sand dunes. What is known about the lupine's life history, its specific site requirements, its position in the succession of coastal vegetation, is not yet available.

7. Guadalupe Fur Seal (Federal: Protected: State: Rare)

This depleted marine mammal is apparently making a comeback. As of 1978, the population is estimated to be less than 1,000. Its former distribution was as far north as the Farallone Islands, off the coast of San Francisco. At the present time, an annual count of one Guadalupe fur seal has been noted on Ano Nuevo Island. This single individual is not believed to be a resident, but it could easily become so. It is not certain if that single animal is the same one each year. The problem with Ano Nuevo Island is over-population by elephant seals (see later section). The over-population problem is one which can limit the potential for increase of this rare marine mammal.

8. Sea Otter (Federal: Threatened: State: Not Listed)

In 1911, the sea otter population was considered to be about 1,000 to 2,000 individuals spread from the Aleutians to Baja California in nine separate populations (six in Alaska and one each in British Columbia and Baja California have not survived beyond 1920). It was in 1911, that an international moratorium was enacted. Since then, the population in California has been growing, and a region along the Monterey County Coast was set aside as the California Sea Otter Game Refuge (1941). This refuge was extended in 1959 to include part of San Luis Obispo County. The sea otter is common in Monterey County, but recently the expanding population has been spotted in Santa Cruz County with an occasional individual in San Mateo County.



9. California Brackish Water Snail (Federal: Proposed Threatened: State: Not Listed)

This minute snail, less than 1/4-inch long (5 millimeters long, 2 millimeters across), has been reported from a few estuaries in California, including San Diego, Morro Bay, Elkhorn Slough, and Pescadero. Apparently the habitat which the snail inhabits is becoming rare due to stream channelization and other activities of man altering the water quality. Because the snail presumably inhabits brackish waters, the location in Pescadero Marsh must be near its mouth where occasional tides bring about brackish conditions.

What is of concern, however, is the general water quality in the estuary at certain times of the year. At times of low water flow, the dissolved oxygen has been so low that a significant fish kill has taken place. It is unknown if this reduced dissolved oxygen condition is creating any stress on the snail.

10. Globose Dune Beetle (Federal: Proposed Threatened: State: ?)

This beetle is proposed for the Federal Threatened Species List because of the increased destruction of its habitat, foredune vegetation, by trampling, development, and the introduction of European dune grass. Previously found to be common on dunes from central California to Baja California, its numbers and locations have declined drastically. The preservation of a sandy substrate and a vegetative canopy for this beetle to live and feed in is critical, particularly when this habitat also provides the space for the accumulation of the dead vegetative matter on which it feeds. Dune grass is not eaten by the beetle. In San Mateo County, the Globose dune beetle is known only at Pescadero State Beach.

Existing Conditions (Plants)

Eight proposed or listed rare plants are, or at one time, were located in San Mateo County's Coastal Zone. These are: coast rock cress (*Arabis blepharophylla*), Davy's bush lupine (*Lupinus eximius*), Dolores campion (*Silene verecunda* ssp. *verecunda*), Gairdner's yampah (*Perideridia gairdneri*), Hickman's cinquefoil (*Potentilla hickmanii*), Montara manzanita (*Arctostaphylos montaraensis*), San Francisco wallflower (*Erysimum franciscanum* var. *franciscanum*), and yellow meadow foam (*Limnanthes douglasii* var. *sulphurea*).

In 1968, the California Native Plant Society (CNPS) began an inventory of rare plants of California. In 1971, the Society published the first "official" list of these plants, and it was this list, augmented or amended by local agencies, which became the basis of lists of rare plants in conservation elements of general plans mandated by the State. The State of California, in a contract with the California Natural Areas Coordinating Council and CNPS, authorized the publication of a 1974 list which became the reference document for State rare plants. The Native Plant Protection Act of 1978 (California) mandates a 2-year program to list the State's rare plants, categorizing each as Endangered or Rare according to certain criteria. Status reports on those plants are heard before the Fish and Game Commission before the plant can be officially listed by the State.





The Endangered Species Act of 1973 required the Smithsonian Institution to provide a list of rare plants to Congress with recommendations for further legislation. Under the auspices of the Department of the Interior, Fish and Wildlife Service, an Office of Endangered Species was organized. Each plant recommended for "Endangered" or "Threatened" status must now be accompanied by an analysis of a "critical habitat" as well as (by 1978 amendment to the Act) a review of the economic impact. As a result of the latter requirement, the some 1,800 proposed rare plants of the United States have been removed from the proposed list and placed in abeyance, each plant awaiting a detailed report. To date, 23 plants have been listed, none from San Mateo County.

The following San Mateo County plants have all been listed by the CNPS, and a number are currently under consideration by both Federal and State agencies.

1. Coast Rock Cress (Federal: Proposed Threatened: State: Not Listed)

Although more common (locally) in other areas not within the County's Coastal Zone, this plant has been found to occur on the western slope near the summit of South Peak (Montara Mountain massif). There have been no recent collections; however, access to the area must be through either the San Francisco Water Department lands to the east or through the McNee Ranch to the west. The best time of the year to observe this herbaceous, deciduous perennial is in February to March, a time of the year when roads are difficult to negotiate. Thus, verification of the existence of the coast rock cress in the Coastal Zone has not been made during field investigations specific to the Local Coastal Plan.

2. Davy's Bush Lupine (Federal: Not Listed: State: Not Listed)

Although this lupine is not listed by either the Smithsonian Institution nor the State, it has been recently placed on the CNPS list. Judging by field information gathered in 1978, this species is in a category of "Threatened," i.e. likely to become "Endangered." It occurs sporadically, mostly above 500 feet elevation on the western slopes of the Montara Mountain massif and nowhere else. It is also felt that this plant should not be relegated as a variety of the tree lupine (*Lupinus arboreus*) because it has a number of distinct characters which make it readily discernible from the tree lupine which includes color of foliage, color of flowers, and habit of growth.

3. Dolores Campion (Federal: Not Listed: State: Not Listed) .

This rarely collected campion has presumably been lost in its original habitat in San Francisco. It has been collected in a few spots in the Santa Cruz Mountains, one on the summit of Montara Mountain in 1980. It has been found outside of the Coastal Zone in San Mateo County only on San Bruno Mountain. Other collections are relatively old in both San Francisco and Santa Cruz Counties, and fairly uncommon. The plant is obviously rare and requires additional investigation.



4. Gairdner's Yampah (Federal: Not Listed: State: Not Listed)

This herbaceous perennial has been found to be less common than its original distribution has indicated. In San Mateo County this species has been collected at Ano Nuevo, but the collection was in 1929. Another collection from Pebble Beach in 1954 indicates its rarity in the County. According to the authority, Professor Lincoln Constance, (personal communication), Gairdner's yampah is doubtfully in existence south of Monterey County, and the only locality where it is known to be growing is Sonoma County. The plant is associated apparently with freshwater marshes which have become rare along the California coast due to development and agricultural practices.

5. Hickman's Cinquefoil (Federal: Proposed Endangered: State: Endangered)

This herbaceous perennial has not been collected in San Mateo County since 1933 when it was found to occur on a "bluff above Moss Beach." There is a possibility that it may be on County lands within the Fitzgerald Marine Reserve north of Pillar Point. County Parks and Recreation staff has been alerted to watch for the plant.

6. Montara Manzanita (Federal: Proposed Threatened: State: Not Listed)

This manzanita is known only from the Montara Mountain massif. It has been found to occur on the north slopes above San Pedro Valley in the County Park, on the northwest slopes in the McNee Ranch, along the ridge south of South Peak and above Pillarcitos Lake on the San Francisco Water Department lands. It is on the northwest slope in the McNee Ranch that this manzanita is found to occur in the Coastal Zone. There are two fairly large-sized populations making up a considerable amount of chaparral of well over 100 acres.

7. San Francisco Wallflower (Federal: Proposed Endangered: State: Not Listed)

The San Francisco wallflower is locally common in San Mateo County, especially on San Bruno Mountain. It also has been found in Pacifica near the coast. Plants have been collected on the San Francisco Water Department lands near Crystal Springs Reservoir and elsewhere. On the western slope of Montara Mountain, apparently above Green Valley Ranch, there was an old collection which has not been verified. Otherwise, the plant is known also in San Francisco, Marin, and Sonoma Counties. The plant is a short-lived herbaceous perennial or biennial that is deciduous and is dormant from July to November.

8. Yellow Meadow Foam (Federal: Proposed Threatened: State: Not Listed)

This annual plant was last seen in San Mateo County in 1968. The locality was near the road leading up Butano Canyon. The specific site is now a Christmas tree farm. This was the only known site in the County and it is now believed to be totally extirpated from the County. The plant is otherwise known only from Point Reyes and Inverness in Marin County.





## Existing Regulations

### 1. Endangered Species Act of 1973, as Amended

This Federal law specifically protects all animals and plants listed by the Department of the Interior as Endangered or Threatened. The law is specific for any project in which Federal funds are involved. Presumably this covers any direct Federal actions, Federal grant projects, and even Federal Housing Administration funding. Fines are prescribed as are permits for taking, removing, killing, importing, or exporting animals, animal products, or plant materials. Permits are subject to the conditions set by the Office of Endangered Species, Fish and Wildlife Service.

### 2. Marine Mammal Protection Act of 1972

This Federal law specifically protects all marine mammals including dolphins, whales, seals, sea lions, and otters. It sets limits with respect to territorial waters. It sets or allows for permit procedures, exemptions, fees, penalties, rewards, seizure of cargo, and enforcement procedures. The law proclaims a moratorium on all such animals.

### 3. National Environmental Policy Act of 1969 (NEPA)

The guidelines set up by the Council on Environmental Quality requires mention of rare species when a project is to be approved by a Federal agency.

### 4. California Species Preservation Act of 1970

This Act provides for the inventory of threatened fish and wildlife including a biennial report to the Legislature. This report is called "At The Crossroads" and is published on even years. The most recent publication is dated 1978.

### 5. California Endangered Species Act of 1970

This Act defines rare and endangered wildlife giving authority to the State Fish and Game Commission to deem which animals in California are rare or endangered.

### 6. California Environmental Quality Act of 1970, as Amended (CEQA)

The legislative intent under Section 21001(c) states that it is a policy of the State to "prevent the elimination of fish or wildlife species due to man's activities, ensure that fish and wildlife populations do not drop below self-perpetuating levels, and preserve for future generations representations of all plant and animal communities . . . ." This law requires that projects (public and private) must undergo environmental review. Such review includes the discussion of potential impacts on rare animals and plants.





7. Section 384(a), California State Penal Code

This State law makes it unlawful (misdemeanor) to cut, collect, trim, remove, or otherwise deliberately damage any plant in a State or County right-of-way. Permits are available for good reason from the California Department of Transportation.

8. California Native Plant Protection Act of 1978

This law requires the Department of Fish and Game to inventory the endangered or rare plants of California and to publish a biennial report. The Fish and Game Commission shall establish the list and may add or remove plants from it. The law establishes procedures for protecting the plants and their habitats in a number of ways.

Issues (Animals)

Although Federal and State laws are intended to protect rare animals, such protection is often limited in scope. The Federal regulations deal only with animals on Federal lands, where Federal funds are involved, or in interstate commerce.

Within California, the State Department of Fish and Game is in the position to protect rare species of animals. On State lands or other public lands, the State is very effective in protection of the animals and their habitats. On private lands, the State can make recommendations for management of the species. When possible, the Department of Fish and Game may purchase habitats or, through the State Department of Parks and Recreation, can obtain lands by eminent domain.

In San Mateo County, all of the listed rare animal species occur on existing or proposed public lands. Still, significant populations of the San Francisco garter snake and the San Francisco tree lupine moth occur on private lands. This concerns those interested in their protection.

1. San Francisco Garter Snake

This snake is dependent to some degree upon existence of freshwater wetland and riparian habitats which are perennially wet. The construction of irrigation and stockwater ponds and other impoundments creates a habitat in which the snake can thrive. Subsequent maintenance of such ponds and impoundments can significantly alter or even destroy this habitat. Development which would in any way interfere with the continued level of water in ponds and along streams is to be considered detrimental to the snake by reducing its basic habitat. The snake also migrates from one habitat to another. As developments occur on the coastside, it is important that migration corridors are maintained. It is likely, by cutting off migration routes, that isolated populations could not continue to exist.



## 2. San Francisco Tree Lupine Moth

The State, at present, does not recognize the rarity of invertebrate animals (insects, molluscs, etc.) except through the environmental analysis process. This process identifies the organism as having some sort of rare status (official or not) and leaves the protection in the hands of the decision maker. This moth is only proposed under Federal regulation.

At the present time, not much is known about the interrelationship between the lupine and the moth except that the larval stage feeds on the flowering stems of the lupine. Destruction of lupine populations will reduce the habitat for the moth. The tree lupine occurs on sandy open areas very close to the coast. Any development, either on public or private lands which would tend to eliminate significant populations of the lupine would have a simultaneous deleterious effect upon the moth populations. Each project involving the tree lupine would have to consider such effects, including a cumulative effect.

## 3. Sea Otter

The Federal government maintains the sole authority with respect to this animal. Because of the spread of the sea otter, certain issues are evident. These are:

- (a) A shift in the marine ecology may take place. Such a shift is important because of effects upon the shellfish fauna. It is assumed that in prehistoric times, the sea otter was widely distributed and in much greater numbers. A balance in the marine ecology existed then and can be expected to exist again with the potential spread of the sea otter.
- (b) Sports and mariculture shell fisheries could be affected by the spread of the sea otter.

## 4. Globose Dune Beetle

As the foredune habitat of this beetle diminishes, so it seems will the beetle. Public access must be reduced in order to minimize the impact of foot traffic on this habitat.

## 5. Other Species

All of the other animals occur in areas which are either in State ownership or proposed State ownership. All developments on such lands must be analyzed on a case-by-case basis to determine any potential impacts on those animals.

## Issues (Plants)

Because only one plant (Davy's lupine) is known to occur only (or mostly so) on private lands, there is essentially a very reduced concern in the Coastal Zone with respect to plants. Still there are areas of concern for which issues exist even though they are remote.





1. Extirpated Plants or Extremely Rare Plants

The Hickman's cinquefoil, Gairdner's yampah, Dolores campion, and yellow meadow foam have not been seen recently anywhere in San Mateo County. All had at one time or another been found. Their former localities are known, and search will continue for them. Should any be found, every effort should be made to enhance the habitat in order to protect the plant from further destruction.

When such plants are found on public lands, permits for development should be conditioned so as to protect the habitat. When likely habitats are believed to be present, thorough analysis of the site should be made to determine the presence of these very rare plants.

When such plants are found on private lands, every effort should be made to protect the plant without completely eliminating the use of the land or recommend the land be purchased by a public agency or privately for the purpose of preserving the plant.

In any case, just because no recent collections have been made of such plants, this should not relieve the County from providing for appropriate analysis prior to allowing a change of the ecology of the site.

2. Known Plants Existing on Public or Proposed Public Lands

Any developments proposed by any public agency will have to limit themselves in such a manner so as not to impact the habitat of rare species significantly. Because the plants are known to occur on certain places, the delineation of proposed developments is not difficult. These plants are coast rock cress, Montara manzanita, and San Francisco wallflower. All three occur on either the McNee Ranch, proposed for State park acquisition, or on the San Francisco Water Department lands. The State Department of Parks and Recreation is very aware of the presence of these species.

3. Plants Primarily on Private Lands

The Davy's lupine occurs mostly on private lands. Because its requirements are very poorly known, management for this lupine is difficult to determine. It is a short-lived perennial, and like most lupines, tends to come into disturbed sites for limited periods of time. It is difficult to state categorically that a particular site is not to be developed because the lupine is located there for the present, when 5 years later the plant no longer is there, having died out naturally.



## UNIQUE SPECIES

### Background

Unique status for both plants and animals is given when organisms have: (1) scientific or historic value, (2) few indigenous habitats, or (3) some characteristic(s) which draws attention or are locally uncommon. For unique species, protection is desirable and may prevent future endangered status.

### Existing Conditions (Animals)

#### 1. Raptors (owls, Hawks, Eagles, and Vultures)

A number of raptors are known to inhabit the Coastal Zone. The following raptors have been noted to be resident in the vicinity of Ano Nuevo State Reserve: white-tailed kite, marsh hawk, red-tailed hawk, red-shouldered hawk, merlin, American kestrel, barn owl, great horned owl, and short-eared owl.

Other raptors have been observed but are not considered resident. All raptors are protected by Federal and State statutes.

#### 2. Red-Legged Frog

This frog which inhabits freshwater ponds, lagoons, and streams is protected by State law. It is also a primary food for the San Francisco garter snake.

#### 3. Other Sea Mammals

As all sea mammals are protected, it is important to mention them. These consist of whales, dolphins, seals, and sea lions. Many of these are known to occur in offshore waters or on offshore islands (rookeries) of San Mateo County. This includes some 19 whales and dolphins more or less commonly seen off the coast of central California.

The sea otter and the Guadalupe fur seal discussed under Rare Species; the following seals are noted:

Northern fur seal, Steller's sea lion, California sea lion, and harbor seal. Some of these are common inhabitants of rookeries such as Ano Nuevo Island.



## Existing Conditions (Plants)

### 1. Monterey Pine

This closed-cone pine is known in only four natural areas. One is located on Guadalupe Island off the coast of Mexico. The form on Guadalupe Island is 2-needed rather than the more typical 3-needed form in California.

The southernmost population is at Cambria Pines in San Luis Obispo County south of San Simeon, the central location is in Monterey, and the third locality is on the County line at the coast connecting San Mateo and Santa Cruz Counties. This northernmost population is apparently expanding, and the bulk of the trees are in Santa Cruz County. Whereas this pine is the most commonly planted pine in the world, having very high commercial timber value in New Zealand, Australia, South America, and elsewhere, it has virtually no value for wood in this country. The pine has been widely used as a fast-growing landscape tree in California. One adverse aspect of its use in landscaping has been the unpredictability of its longevity combined with a severe susceptibility to a number of root diseases.

It is only at the northern population that Monterey pine comes into contact with Knobcone pine with which it hybridizes, and this aspect has been of interest to students.

All lands within San Mateo County upon which this pine occurs naturally are privately owned. However, in Santa Cruz County much of the population is in the Big Basin Redwoods State Park.

The Monterey pine, a closed-cone pine, is a fire adapted species. This means the pine requires periodic fire under natural conditions to maintain its continued presence in the native habitat. Monterey pine is a rapid-growing tree and, as pines as a whole are concerned, is not long-lived. Maturity is reached within about 30 years, however, seed will form usually by 5 years. Because of this early seed availability and because the cones of this pine remain closed and on the tree for several years and are triggered to open by fire, the pine is considered to be an integral part of a fire-type plant community. Fire suppression, as practiced in San Mateo County, leaves little opportunity for the native stands of Monterey pine to continue in perpetuity.

Because of the fire suppression situation in this County, there is the potential that old age or "senescence" will cause the stands to die out allowing other species to take over the sites. This kind of situation has happened to stands of the closely related Knobcone pine.

Within the last 20 to 25 years, Monterey pine stands in San Mateo County have been commercially logged. Clear-cutting methods were used resulting in visible devastation of the forest. Such clear-cutting allowed seedlings of the pine to get started, whereas in the shade of remaining trees, due to selective thinning, the pine seedlings would be hindered severely in their ability to grow.





The Ano Nuevo uplands in which the Monterey pine is found has been designated as a Special Treatment Area by the State Coastal Commission in 1977. As such are specific regulations in the California Administrative Code (Section 921) for Coast Forest District Rules.

2. California Wild Strawberry

Although this species does not enjoy the protection afforded rare species by either local, State, or Federal regulation, there is concern about its continued existence in certain areas. The importance of this species is related to the strawberry industry. This wild strawberry has been a major component in recent breeding programs which have increased the duration of the crop season dramatically and the disease resistance. Strawberry breeders have emphasized (Professor Royce Bringhurst, personal communication) the importance particularly to protect the genetic breeding stock between Big Sur in Monterey County and San Francisco. The loss of certain breeding materials in the City of Pacifica due to development brought the issue to the forefront and alarmed the strawberry industry.

The plant occurs along the near coast in sandy soils often in road cuts, on coastal bluffs, and on cliffs. It is common all throughout this habitat along the San Mateo County coast.

Existing Regulations

1. Marine Mammal Protection Act of 1972

See previous section.

2. Migratory Treaty Act of 1918. as Amended

This Act protects all non-game migratory birds from possession or taking. Most raptors are covered by this Act which involves Great Britain, Canada, the United States, and Mexico.

3. California Fish and Game Code Section 2000

Protection of all fish and wildlife except certain allowed species for sport hunting and fishing.

4. California Fish and Game Commission Code (Title 14)

(a) Section 40.00 protects the California red-legged frog.

(b) Section 671 protects all falconiforms (hawks, eagles, and vultures) and owls. This covers all raptors.



- (c) Section 3800 protects all not otherwise protected non-game birds with certain exceptions as in Subsection 3801 (English sparrows and starlings) and Subsection 3801.2 such non-game, non-protected birds which are found to be injurious to crops and livestock.

It is under Title 14 of the Fish and Game Commission Code which game wardens of the State Department and Fish and Game operate enforcing protection of fish and wildlife.

5. CEQA

See previous section.

6. Forest Practices Act of 1973

California State Z'Berg-Nejedly Forest Practices Act of 1973 as amended and Forest Practice Rules (California Administrative Code, Title 14, Sections 911 and following). These controls are for commercial timber harvesting (except Christmas trees) on any lands over 3 acres. The regulations control the harvest, erosion, amount of cut (and leave), and other silvicultural and mensuration practices. The Monterey pine is listed as a commercial species in the Forest Practices Rules.

7. Section 384(a), California State Penal Code

See previous section.

Issues (Animals)

1. Raptors (as Well as Other Birds)

The various raptors nest in trees and sometimes burrow in the ground (burrowing owl). The primary nesting habitat in San Mateo County for raptors is in trees. The cutting of trees on the coastside can eliminate nests, can kill fledgelings, or destroy eggs. The bulk of the trees on the coastside are either riparian, on slopes of the hills above the coastal terraces, or are planted as woodlots, windrows, screens, or landscaping. In clearing sites for construction, care should be taken not to remove too many trees thereby not reducing significantly the nesting habitats for raptors and other birds.

2. Red-Legged Frog

This protected animal is limited to permanent freshwater conditions such as marshes, reservoirs, lakes and ponds. As long as such impoundments are maintained and are not polluted, the frog will continue to persist. If harvest of the frog were allowed, the population could be degraded to the point of coming under the endangered or rare category.





## Issues (Plants)

### 1. Monterey Pine

In San Mateo County, the pine population lies on private land and has some limited potential for lumber or cordwood. It could also be susceptible to dwelling site development partly because the lower, flatlands are good agricultural soils, leaving the more wooded slopes to development potential. Some care should be taken not to remove too many Monterey pines nor to impede the natural spread of the species in that area.

With continued fire suppression, Monterey pine stands may begin to die out. It is therefore necessary to manage such stands in such a way so as to perpetuate them. Rather than do mass clear-cutting, as has been done in the past, it would be more appropriate to clear-cut 1/4-acre portions at a time providing: (1) other environmental constraints are not violated, and (2) buffers are maintained to protect the viewshed within the Cabrillo Highway Scenic Corridor.

### 2. California Wild Strawberry

This plant, important to the strawberry industry, has been threatened in San Mateo County, and some special forms have been apparently extirpated in the City of Pacifica. Retention of the genetic variability of the strawberry is of concern. In order to preserve the total gene pool, care should be taken to determine species which would be vulnerable to destruction and to protect them from development and related activities. Identification of valuable clones can only be made by specialists in the study of strawberry genetics.

## WEEDY, UNDESIRABLE PLANTS

Although there are many introduced, naturalized plants in the Coastal Zone, especially in range and pasture lands, only a very few are noticeably invasive and of little value. Some of these few are particularly destructive to the visual scene and also can dominate the particular habitat in which they occur. The potential for new introductions, unwittingly deliberate or accidental, is also ever-present.

### Background

#### Existing Conditions

Four plants are particularly undesirable, invasive species in the Coastal Zone. These are French and Scotch broom, and a form of pampas grass. A fourth is blue gum (eucalyptus). Each of these can be controlled by various means, but control is often difficult when it requires eradication. Other weedy plants may qualify to be destructively invasive. Each would be identified on a case-by-case basis.



1. Blue Gum

This eucalyptus, native to Australia, is a large and dominating tree on the San Mateo coast. It has been used for landscaping, woodlots, windrows, and screens since the late 19th century. Usually the blue gum inhibits the growth of natural vegetation below its canopy. The large trees are considered picturesque, yet are messy because of peeling bark, dropping capsules, and breaking branches. The blue gum is well adapted to California, except for heavy frosts; in the winter of 1972-73 Berkeley and Oakland lost an estimated 3 million blue gum trees due to severe frost. On the coast, as well as elsewhere, this tree is seeding and expanding very slowly wherever it is established. Blue gum wood has very little commercial value except as cordwood.

It is neither desirable, at this time, nor is it practicable to eliminate the presence of the blue gum. Its very presence is as much a part of the California landscape after 100 years as is the valley oak or redwood. On the San Mateo County coast, especially, there historically is a paucity of native trees on the terraces. Thus, the blue gum diversifies the otherwise prairie-like landscape and is considered by many an integral adjunct. What is of concern is the slow, natural spread of the species.

2. Pampas Grass

There are two species of pampas grass. One (*Cortaderia selloana*) is not invasive and is a highly desirable landscape plant. The other (*Cortaderia jubata*) is very invasive and has escaped all over the coastal area of San Mateo County. The latter requires eradication.

3. Brooms

There are many "brooms." French (*Cytisus monspesulanus*) and Scotch brooms (*Cytisus scoparius*), are the primary invasive ones located often along the inland roadways in prolific yellow bloom. The condemnation of these brooms does not, however, condemn the use necessarily of all brooms, many of which are highly ornamental and are not as invasive.

4. Weedy Thistles

Weedy thistles are particularly offensive and common to heavily grazed areas. These thistles are host to the plume moth larva, a pest which is very devastating to artichoke production.

Existing Regulations

At neither the Federal, State, or local levels are there any regulations controlling the particular weeds mentioned in this section. There are numerous regulations regarding the use of herbicides.





## Issues

The control on private lands of weedy or undesirable plants is not easily handled unless such plants are declared highly noxious weeds by the State Department of Food and Agriculture. Also, it is virtually impossible to ban the sale in nurseries of plants which are common nursery items without adequate policing control.

On public lands, it is possible, given funds and manpower, to control or eradicate plants which are not desirable.

Still, natural seeding and lack of care by residents having the undesirable plants can continue to menace the natural habitat and provide a continual resource for reinfestation.

The blue gum, pampas grass, French and Scotch brooms are all sold by the various nurseries on the Coastsides, the Bayside, or elsewhere. Presumably a ban on selling these plants in the Coastal Zone (or in the County as a whole) would create a policing problem, but it would be hoped that retail nurseries would understand the problem and voluntarily take such plants off the market.

### 3.4 Habitat Areas and Water Resources Overlay Designation

The Land Use Plan proposes Habitat Areas and Water Resources overlay designation to address the deficiencies in existing regulatory procedures. The overlay designation symbolically indicates the locations of habitat areas in Half Moon Bay. The policies set forth within this Plan and particularly this section of the Plan are to serve as guideline for development on or adjacent to the areas illustrated on the Habitat Areas and Water Resources Overlay Map.

The following habitat areas and water resources are designated on the Habitat Areas and Water Resources Overlay Map:<sup>(1)</sup>

Riparian habitats along perennial streams

Riparian habitats along intermittent streams

Intermittent marshes

Stabilized dunes

Rocky intertidal zone

Coastal scrub community associated with coastal bluffs and gullies

(1) While the designations reflected on the Habitat Areas and Water Resources Overlay Map represent the best available information, these designations are not definitive and may need modification in the future. The scale of the map precludes complete accuracy in the mapping of habitat areas, and in some cases, the precise location of habitat areas is not known. In addition, migration of species or discovery of new habitats would result in the need for designation for a new area. Therefore, the boundaries of the designations would be updated periodically in order to incorporate new data. Changes in the overlay designations may be initiated by the City or by landowners.





The following criteria were used in determining which habitats and resources warranted the overlay designation:

1. Unique, rare, or fragile communities which should be preserved to ensure their survival in the future, i.e. dune vegetation, riparian vegetation, and biological life in intertidal pools and marine terraces.
2. Areas that are structurally important in protecting natural land-forms and species, i.e. dunes which protect inland areas, riparian corridors that protect stream banks from erosion, provide shade and surface water supply and promote groundwater recharge, rocky intertidal pools which provide cover for many species.

No threatened and endangered species have been documented in Half Moon Bay.

### 3.5 Policies

The City will:

#### 3-1 Definition of Sensitive Habitats

- (a) Define sensitive habitats as any area in which plant or animal life or their habitats are either rare or especially valuable and as those areas which meet one of the following criteria: (1) habitats containing or supporting "rare and endangered" species as defined by the State Fish and Game Commission, (2) all perennial and intermittent streams and their tributaries, (3) coastal tidelands and marshes, (4) coastal and offshore areas containing breeding and/or nesting sites and coastal areas used by migratory and resident water-associated birds for resting and feeding, (5) areas used for scientific study and research concerning fish and wildlife, (6) lakes and ponds and adjacent shore habitat, (7) existing game and wildlife refuges and reserves, and (8) sand dunes.

Such areas include riparian areas, wetlands, sand dunes, marine habitats, sea cliffs, and habitats supporting rare, endangered, and unique species.

#### 3-2 Designation of Sensitive Habitats

- (a) Designate sensitive habitats as those, including but not limited to, shown on the Habitat Areas and Water Resources Overlay.

#### 3-3 Protection of Sensitive Habitats

- (a) Prohibit any land use and/or development which would have significant adverse impacts on sensitive habitat areas.
- (b) Development in areas adjacent to sensitive habitats shall be sited and designed to prevent impacts that could significantly degrade the environmentally sensitive habitats. All uses shall be compatible with the maintenance of biologic productivity of such areas.



### 3-4 Permitted Uses

- (a) Permit only resource-dependent or other uses which will not have a significant adverse impact in sensitive habitats.
- (b) In all sensitive habitats, require that all permitted uses comply with U. S. Fish and Wildlife and State Department of Fish and Game regulations.

### 3-5 Permit Conditions

- (a) Require all applicants to prepare a biologic report by a qualified professional selected jointly by the applicant and the City to be submitted prior to development review. The report will determine if significant impacts on the sensitive habitats may occur, and recommend the most feasible mitigation measures if impacts may occur.

The report shall consider both any identified sensitive habitats and areas adjacent. Recommended uses and intensities within the habitat area shall be dependent on such resources, and shall be sited and designed to prevent impacts which would significantly degrade areas adjacent to the habitats. The City and the applicant shall jointly develop an appropriate program to evaluate the adequacy of any mitigation measures imposed.

- (b) When applicable, require as a condition of permit approval the restoration of damaged habitat(s) when, in the judgment of the Planning Director, restoration is partially or wholly feasible.

### 3-6 Allocation of Public Funds

- (a) In setting priorities for allocating limited local, State, or Federal public funds for preservation or restoration, use the following criteria: (1) biological and scientific significance of the habitat, (2) degree of endangerment from development or other activities, and (3) accessibility for educational and scientific uses and vulnerability to overuse.

## RIPARIAN CORRIDORS

The City will:

### 3-7 Definition of Riparian Corridors

- (a) Define riparian corridors by the "limit of riparian vegetation" (i.e. a line determined by the association of plant and animal species normally found near streams, lakes, and other bodies of fresh water: red alder, jaumea, pickleweed, big leaf maple, narrowleaf cattail, arroyo willow, broadleaf cattail, horsetail, creek dogwood, black cottonwood, and box elder). Such a corridor must contain at least a 50% cover of some combination of the plants listed.





### 3-8 Designation of Riparian Corridors

- (a) Establish riparian corridors for all perennial and intermittent streams and lakes and other bodies of fresh water in the Coastal Zone. Designate those corridors shown on the Habitat Areas and Water Resources Overlay and any other riparian area as sensitive habitats requiring protection, except for man-made irrigation ponds over 2,500 square feet surface area.

### 3-9 Permitted Uses in Riparian Corridors

- (a) Within corridors, permit only the following uses: (1) education and research, (2) consumptive uses as provided for in the Fish and Game Code and Title 14 of the California Administrative Code, (3) fish and wildlife management activities, (4) trails and scenic overlooks on public land(s), and (5) necessary water supply projects.
- (b) When no feasible or practicable alternative exists, permit the following uses: (1) stream-dependent aquaculture provided that non-stream-dependent facilities locate outside of corridor, (2) flood control projects where no other method for protecting existing structures in the flood plain is feasible and where such protection is necessary for public safety or to protect existing development, (3) bridges when supports are not in significant conflict with corridor resources, (4) pipelines and storm water runoff facilities, (5) improvement, repair or maintenance of roadways or road crossings, (6) agricultural uses, provided no existing riparian vegetation is removed, and no soil is allowed to enter stream channels.

### 3-10 Performance Standard in Riparian Corridors

- (a) Require development permitted in corridors to: (1) minimize removal of vegetation, (2) minimize land exposure during construction and use temporary vegetation or mulching to protect critical areas, (3) minimize erosion, sedimentation, and runoff by appropriately grading and replanting modified areas, (4) use only adapted native or non-invasive exotic plant species when replanting, (5) provide sufficient passage for native and anadromous fish as specified by the State Department of Fish and Game, (6) minimize adverse effects of waste water discharges and entrainment, (7) prevent depletion of groundwater supplies and substantial interference with surface and subsurface waterflows, (8) encourage waste water reclamation, (9) maintain natural vegetation buffer areas that protect riparian habitats, and (10) minimize alteration of natural streams.

### 3-11 Establishment of Buffer Zones

- (a) On both sides of riparian corridors, from the "limit of riparian vegetation," extend buffer zones 50 feet outward for perennial streams and 30 feet outward for intermittent streams.
- (b) Where no riparian vegetation exists along both sides of riparian corridors, extend buffer zones 50 feet from the bank edge for perennial streams and 30 feet from the midpoint of intermittent streams.



- (c) Along lakes, ponds, and other wet areas, extend buffer zones 100 feet from the high water point, except for man-made ponds and reservoirs used for agricultural purposes for which no buffer zone is designated.

### 3-12 Permitted Uses in Buffer Zones

- (a) Within buffer zones, permit only the following uses: (1) uses permitted in riparian corridors, (2) structures on existing legal building sites, set back 20 feet from the limit of riparian vegetation, only if no feasible alternative exists, and only if no other building site on the parcel exists, (3) crop growing and grazing consistent with Policy 3.9, (4) timbering in "streamside corridors" as defined and controlled by State and County regulations for timber harvesting, and (5) no new parcels shall be created whose only building site is in the buffer area except for parcels created in compliance with Policies 3.3, 3.4, and 3.5 if consistent with existing development in the area and if building sites are set back 20 feet from the limit of riparian vegetation or if no vegetation 20 feet from the bank edge of a perennial and 20 feet from the midpoint of an intermittent stream.

### 3-13 Performance Standards in Buffer Zone

- (a) Require uses permitted in buffer zones to: (1) minimize removal of vegetation, (2) conform to natural topography to minimize erosion potential, (3) make provisions to (i.e. catch basins) to keep runoff and sedimentation from exceeding pre-development levels, (4) replant where appropriate with native and non-invasive exotics, (5) prevent discharge of toxic substances, such as fertilizers and pesticides, into the riparian corridor, (6) remove vegetation in or adjacent to man-made agricultural ponds if the life of the pond is endangered, (7) allow dredging in or adjacent to man-made ponds if the San Mateo County Resource Conservation District certifies that siltation imperils continued use of the pond for agricultural water storage and supply.

## SAND DUNES

The City will:

### 3-14 Designation of Sand Dune Habitats

- (a) Designate all dune areas set forth on the Habitat Areas and Water Resources Overlay as protected sensitive habitats.

### 3-15 Permitted Uses

- (a) In dune areas, permit only the following uses: (1) education and research, and (2) trails.

### 3-16 Development Standards

- (a) Prohibit any activity which alters the profile of an active dune or which results in the disturbance or removal of dune vegetation on active dunes.





- (b) Control pedestrian traffic in dune areas.
- (c) Prohibit all non-authorized motor vehicles from dune areas.
- (d) Post signs informing recreational users not to disturb dunes or their natural vegetation.
- (e) Where development is permitted, require re-vegetation with appropriate stabilizing species (preferably native) as a condition of permit approval.
- (f) Prohibit any direct removal or excavation of sand from active dunes.
- (g) Require development to locate only landward of the most seaward stabilized dune.
- (h) When no feasible or practical alternative exists, permit underground utilities.

### 3-17 Restoration of Dunes

- (a) Encourage projects by agencies and community groups to assist in the stabilization and restoration of dunes.

### 3-18 Public Acquisition

- (a) Encourage public acquisition of the dune habitat. (Known dunes are currently owned by the State. See page 42).

## SEA CLIFFS

### 3-19 Permitted Uses

- (a) Where nesting or roosting exists, permit only education and research activities.
- (b) Where nesting or roosting do not exist, permit only the following uses: (1) education and research, (2) limited foot paths, (3) limited recreational rock climbing, (4) road and underground utility construction where no feasible alternative exists, and (5) intake or outfall lines provided that the habitat is not threatened.

### 3-20 Development Standards

- (a) Restrict pedestrian traffic in bluff and cliff areas and on faces to a limited number of well-defined trails which avoid seabird nesting and roosting sites.
- (b) Post signs informing recreational users not to disturb natural vegetation or nesting and roosting sites.





## RARE AND ENDANGERED SPECIES

The City will:

### 3-21 Designation of Habitats of Rare and Endangered Species

- (a) In the event the habitat of a rare and endangered species is found to exist within the City, revise the Habitat Areas and Water Resources Overlay to show the location of such habitat. Any habitat so designated shall be subject to Policies 3-22 through 3-31.

### 3-22 Permitted Uses

- (a) Permit only the following uses: (1) education and research, (2) hunting, fishing, pedestrian and equestrian trails that have no adverse impact on the species or its habitat, and (3) fish and wildlife management to restore damaged habitats and to protect and encourage the survival of rare and endangered species.
- (b) If the critical habitat has been identified by the Federal Office of Endangered Species, permit only those uses deemed compatible by the U. S. Fish and Wildlife Service in accordance with the provisions of the Endangered Species Act of 1973, as amended.

### 3-23 Permit Conditions

- (a) Require, prior to permit issuance, that a qualified biologist prepare a report which defines the requirements of rare and endangered organisms. At minimum, require the report to discuss: (1) animal food, water, nesting or denning sites and reproduction, predation and migration requirements, (2) plants' life histories and soils, climate, and geographic requirements, (3) a map depicting the locations of plants or animals and/or their habitats, (4) any development must not impact the functional capacity of the habitat, and (5) recommend mitigation if development is permitted within or adjacent to identified habitats.

### 3-24 Preservation of Critical Habitats

- (a) Require preservation of all habitats of rare and endangered species using the policies of this Plan and other implementing ordinances of the City.

### 3-25 San Francisco Garter Snake

- (a) Prevent any development where there is known to be a riparian location for the San Francisco garter snake with the following exception: (1) existing man-made impoundments smaller than 1/2-acre in surface, and (2) existing man-made impoundments greater than 1/2-acre in surface, providing mitigation measures are taken to prevent disruption of not more than one-half of the snake's known habitat in that location in accordance with recommendations from the State Department of Fish and Game.

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- (b) Require developers to make sufficiently detailed analyses of any construction which could impair the potential or existing migration routes of the San Francisco garter snake. Such analyses will determine appropriate mitigation measures to be taken to provide for appropriate migration corridors.

### 3-26 San Francisco Tree Lupine Moth

- (a) Prevent the loss of any large populations (more than 100 plants in a 1/10-acre area) of tree lupine within 1 mile of the coastline.

### 3-27 Brackish Water Snail

- (a) Prevent any development which can have a deleterious effect on the California brackish water snail, including any dredging of its known or potential habitat.
- (b) Encourage the State Department of Parks and Recreation to manage their lands in such a manner as to enhance the habitat for the California brackish water snail.

### 3-28 Sea Otter

- (a) Encourage the appropriate agency to protect, monitor, and enhance sea otter habitats. In the development of mariculture facilities, encourage appropriate State and Federal agencies to seek measures to protect them from predation by the sea otter.

### 3-29 Globose Dune Beetle

- (a) Assess, monitor, and contain the spread of dune grass.
- (b) Provide roped-off trails for public access to the beach with the explanation of the dune beetle and its surrounding habitat.

### 3-30 Rare Plant Search

- (a) Encourage a continued search for any rare plants known to have occurred in the San Mateo County Coastal Zone but not recently seen. Such search can be done by various persons or groups concerned with such matters.

### 3-31 Development Standards

- (a) Prevent any development on or within 50 feet of any rare plant population. When no feasible alternative exists, permit development if: (1) the site or a significant portion thereof is returned to a natural state to allow for the re-establishment of the plant, or (2) a new site is made available for the plant to inhabit.





## UNIQUE SPECIES

The City will:

### 3-32 Designation of Habitats of Unique Species

- (a) In the event the habitat of a unique species is found to exist within the City, revise the Habitat Areas and Water Resources Overlay to show the location of such habitat. Any habitat so designated shall be subject to Policies 3-33 through 3-36.

### 3-33 Permitted Uses

- (a) Permit only the following uses: (1) education and research, (2) hunting, fishing, pedestrian and equestrian trails that have no adverse impact on the species or its habitat, and (3) fish and wildlife management to the degree specified by existing governmental regulations.

### 3-34 Permit Conditions

- (a) Require, as a condition of permit approval, that a qualified biologist prepare a report which defines the requirements of a unique organism. At minimum, require the report to discuss: (1) animal food, water, nesting or denning sites and reproduction, predation, and migration requirements, and (2) plants' life histories and soils, climate, and geographic requirements.

### 3-35 Preservation of Habitats

- (a) Require preservation of all critical habitats using the policies of this Plan and implementing ordinances of the City.

### 3-36 California Wild Strawberry

- (a) Require any development within 1/2-mile of the coast to mitigate against the destruction of any California wild strawberry in one of the following ways:
  - 1. Prevent any development, trampling, or other destructive activity which would destroy the plant, or
  - 2. After determining specifically if the plants involved are of particular value, successfully transplant them or have them successfully transplanted to some other suitable site. Determination of the importance of the plants can only be made by a professional doing work in strawberry breeding.



## WEEDY, UNDESIRABLE PLANTS

The City will:

### 3-37 Voluntary Cooperation

- (a) Encourage the voluntary cooperation of private landowners to remove from their lands the undesirable pampas grass, French, Scotch, and over-invasive brooms. Similarly, encourage landowners to remove blue gum seedlings to prevent their spread.

### 3-38 Public Agency Requirements

- (a) Require public agencies, to the point feasible, to remove the undesirable pampas grass and French, Scotch, and other invasive brooms from their lands.

### 3-39 Sale Prevention

- (a) Encourage the voluntary cooperation of the retail nursery trade to prevent the sale of undesirable pampas grass and French, Scotch, and other invasive brooms in the County.

### 3-40 Weedy Thistle Eradication

- (a) Encourage farmers to eradicate weedy thistle, particularly from land adjacent to artichoke fields. Encourage the Agricultural Commissioner to support eradication procedures in cooperation with the Farm Advisor, local farmers, the State Department of Beaches and Parks, Caltrans, and the State Department of Food and Agriculture.



#### 4. HAZARDS

##### 4.1 Coastal Act Policies

30253 New development shall: (1) minimize risks to life and property in areas of high geologic, flood, and fire hazard; (2) assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

30235 Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fish-kills should be phased out or upgraded where feasible.

30236 Channelizations, dams, and other substantial alterations of rivers and streams shall incorporate the best mitigation measures feasible, and be limited to (1) necessary water supply projects; (2) flood control projects where no other method for protecting existing structures in the flood plain is feasible and where such protection is necessary for public safety or to protect existing development, or (3) developments where the primary function is the improvement of fish and wildlife habitat.

##### 4.2 Planning Issues

The primary hazards affecting future land use and development in Half Moon Bay involve flooding, cliff retreat, landslides and rockfalls, and tsunami (tidal waves). The extent of these hazards is widespread and susceptible to augmentation by alteration of the environment by human activities. The public ownership of significant beach and cliff areas and existing greenbelt zoning designations mitigate potential damage. However, existing plans and policies are deficient with regard to protecting several specific areas and in lack of development policies and standards in locations of identified hazard potential.

##### Flood Hazards

The Federal Insurance Administration (Department of Housing and Urban Development) has recently rescinded their flood hazard boundary map for the City of Half Moon Bay, having determined to their satisfaction that there is no substantial danger of a 100-year or 500-year flood in any part of the City. However, as a precautionary measure, the Administration recommends that a zone of approximately 200 feet be used as the boundary of flood hazard where the stream corridor is





less than this width. In addition, it cautions against development which would aggravate potential flood hazards. The City's existing creek greenbelt zoning district generally has a minimum width of 200 feet, with greater widths in areas of greater channel width. A full assessment of potential inundation from upstream dam failure has not been completed. Based on preliminary analysis, the zone of potential inundation from dam failure is wider than 200 feet along some portions of Pilarcitos Creek. This zone ranges in width from 200 to 600 feet. Studies are now in preparation to determine the potential for future dam failure resulting from seismic events.

The existing Pilarcitos Creek channel's capacity to accommodate heavy flows between Main Street and Highway 1 appears to have been reduced by construction of the bridge on Main Street and heavy overgrowth and dumping in the creek between Main Street and Highway 1. Some channel improvements may be required in order to eliminate hazards to existing or new structures in this area, possibly including ultimate reconstruction of the bridge to expand the effective channel for water flows. Hazards west of Highway 1 may be more effectively avoided by controls on new development, although some existing structures may be in the zone of potential inundation from dam failure.

#### Erosion: Coastal Bluff Retreat and Upland Slope Failure

Erosion-related hazards in the Half Moon Bay Coastal Zone comprise two areas of concern: coastal bluff instability or seacliff retreat and upland slope failure. Bluff erosion poses a major immediate threat in certain areas and a long-term hazard along the entire Half Moon Bay shoreline.

Current rates of seacliff retreat north of Magellan Road indicate that major areas could be lost within 50 years. (See Study Paper on Marine and Water Resources, Hazards and Sensitive Habitats, Figure 2: Shoreline). This would make the construction of permanent structures hazardous.

Artificial stabilization of the coastal bluffs has been proposed to protect Highway 1, yet the necessary extent and long-range implications of such measures remain unknown. Any stabilizing measures should protect existing structures as well. Parking facilities or roads near the bluff edge could increase cliff and foredune erosion and reduce run-off absorption essential for cliff stability. Further development along Miramontes Point and irrigation of the golf course, if properly developed, should not accelerate cliff retreat and erosion, posing hazards for any permanent structures and potential loss of golf course land.

#### Seismic and Geologic Hazards

The primary seismic hazards which occur within Half Moon Bay are landslides and bluff failure along the coast, tsunami inundation, and potential liquifaction of unconsolidated and moderately consolidated geologic materials. Although no active faults run through the City itself, the San Andreas Fault traverses the Peninsula to the east and the Seal Cove-San Gregario Fault crosses Half Moon Bay southeast of Pillar Point. Both the unconsolidated marine terrace materials of the coastal bluffs and the vertical cliffs of the Purissima Formation are subject to slumps and rockfalls activated by seismic shock.



All steep slope areas are considered potential sites for landslide activity, where caution should be taken in new development not to aggravate landslide potential and hillside erosion.

Tsunami hazard is present in the low-lying coastal areas, particularly at the mouth of drainages. The inland extent of run-up is not known; it has been mapped to the 20-foot contour. Inundation could be greater, depending on local coastal, tidal, and storm conditions. The potential for liquefaction or ground failure caused by the temporary transformation of granular soils into a liquified state is low to moderate in Half Moon Bay and generally restricted to alluvial channels and the flat terraces underlaid by consolidated sands and a high water table.

#### Hazards to Existing and Potential Private Residential or Commercial Development

Existing structures along Mirada Road are threatened by high cliff retreat. Existing riprap may not withstand sea attack or tsunami. Existing and future development in Miramar south of Medio Creek is subject to a high rate of cliff retreat.

The subdivision and shopping center along Pilarcitos Creek is located in potential dam failure inundation and tsunami zones and may be damaged or lost in the future; additional development within the same area would risk the same hazards. The same area is one of moderate risk of liquefaction potential during earthquakes.

The Half Moon Bay Sewage Treatment Plant and portions of the proposed SAM pipeline are located within zones of inundation from dam failure and tsunami.

#### Surface-Drainage and Local Flooding

Extensive runoff from the coastal hills results in drainage problems where natural contours, swales and gullies, or channelized areas are unable to handle runoff concentration and protect existing developed areas (e.g. Grandview and Newport Terrace subdivisions). The need for improved drainage presents an opportunity to establish; (1) planning measures which regulate the pattern and location of new development, and (2) development practices which promote on-site infiltration of surface runoff.

#### Coastal Terrace Irrigation

Irrigation of the coastal terrace for agriculture or landscape irrigation (including parks and golf courses) increases the potential for accelerated coastal erosion and seacliff retreat, as well as localized gulying. Since irrigation is critical to the viability of agriculture in these areas, there is a potential conflict between Coastal Act policies. Where irrigated agriculture is to continue, setbacks from the cliff edge should be instituted. The opportunity exists also to define a "protective" zone appropriate for restoration of coastal vegetative communities for the purposes of reducing soil saturation and enhancing bluff stability. This is to be accomplished in large measure by the policies in Section 3.





### 4.3 Policies

#### Seawall and Shoreline Structures

##### Policy 4-1

Seawalls and cliff-retaining structures shall not be permitted unless the City determines they are necessary for preservation of existing structures, and has determined that there are no other less environmentally damaging alternatives for protection of existing development. If such structures are permitted, they shall be designed to preserve the maximum amount of existing beach, to ensure lateral access along the shoreline, and to assure that all existing endangered development within the area of the improvement is protected as a part of the project; such structures shall not be designed so as to encompass an area larger than that necessary to protect existing structures. An applicant for such a structure shall include a geologic report indicating that the structure will succeed in stabilizing that portion of the shoreline which is subject to severe erosion and will not aggravate erosion in other shoreline areas.

##### Policy 4-2

Revetments, groins, pipelines, outfalls, and other such construction that may alter natural shoreline processes shall be permitted when designed to eliminate or mitigate adverse impacts on local shoreline sand supply and so as not to block lateral beach access.

##### Policy 4-3

No new permanent structures shall be permitted (as defined in 30235) within the area included in the projected 50-year line of cliff retreat unless the project applicant can demonstrate that the projected rate of retreat has been or will be reduced by permitted shoreline stabilizing structures so as to eliminate the hazard to the structure within such period.

#### Bluff Protection

##### Policy 4-4

No building or substantial structure shall be permitted to be built within 50 feet of the bluff edge except where such structure is separated by a public road from the bluff edge and conforms to Policy 4-3. A geologic report shall be required for any structure to be built within 100 feet of the bluff edge assessing the prospective hazard to the structure.



#### Policy 4-5

In the absence of a determination supported by a site-specific survey by a qualified geologist and biologist to the contrary, within 100 feet from the bluff or foredune edge, drought-tolerant coastal vegetation capable of enhancing bluff and dune stability shall be installed and maintained as a part of any new development. Grading as may be required to establish proper drainage, to install minor improvement (e.g. trails) and to restore eroded areas and to provide permitted accessways shall direct water runoff away from the edge of the bluff or be handled in a manner so as to prevent damage to the bluff by surface and percolating water.

#### Policy 4-6

No development shall be permitted on the bluff face, except for engineered accessways to provide public beach access. Drainage pipes shall be allowed only where no other less environmentally damaging drain system is feasible and the drain pipes are designed and placed to minimize impacts to the bluff face, toe, and beach. Drainage devices extending over the bluff face shall not be permitted if water can be directed away from the bluff face.

#### Geotechnical Hazards

#### Policy 4-7

Applications for grading and building permits and applications for subdivisions shall be reviewed for adjacency to, threats from, and impacts on geologic hazards arising from seismic events, tsunami run-up, landslides, flooding, or other geologic hazards such as expansive soils and subsidence areas. In areas of known geologic hazards, as indicated on the Geologic Hazards Map, a geologic report shall be required. Mitigation measures shall be required where necessary.

#### Policy 4-8

In areas of flooding due to tsunamis or dam failure, no new development shall be permitted unless the applicant or subsequent study demonstrates that the hazard no longer exists or has been or will be reduced or eliminated by improvements which are consistent with the policies of this Plan and that the development will not contribute to flood hazards or require the expenditure of public funds for flood control works. Where not otherwise indicated, the flood hazard zone shall be considered to be a zone defined by the measured distance of 100 feet from the centerline of the creek to both sides of the creek. Non-structural agricultural uses, trails, roads, and parking lots shall be permitted, provided that such uses shall not be permitted within the area of stream corridor. (See Policies in Section 3 on Protection of Sensitive Habitats.

#### Policy 4-9

No new permitted development shall cause or contribute to flood hazards, in accordance with provisions set forth in Chapter II, Section 3, of this Plan.



Policy 4-10

All development shall be designed and constructed to prevent increases in runoff that would erode natural drainage courses. Flows from graded areas shall be kept to an absolute minimum, not exceeding the normal rate of erosion and runoff from that of the undeveloped land. Storm water outfalls, gutters, and conduit discharge shall be dissipated.





5.

HOUSING

The City of Half Moon Bay is preparing a Housing Element in accordance with State Law and that document will become a part of the City General Plan after proper review and approval.









## 6. ARCHAEOLOGICAL AND PALEONTOLOGICAL RESOURCES

### 6.1 Coastal Act Policies

30244 Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

### 6.2 Planning Issues<sup>1</sup>

The San Francisco Bay Area was originally inhabited by American Indians called Costanos, Spanish for "Coast People." For the most part, these people resided on the Bayside of the San Mateo Peninsula. Indian habitation sites have been discovered along the entire San Mateo coast. Known sites are primarily located near the mouths of streams not far from the coast. Shellfish mounds, or middens, contain the remains of human life over the past three or four thousand years. Unfortunately, few of these mounds remain today, having been vandalized for their contents or plowed under for cultivation of the soil.

Little archeological investigation has taken place on the coastside. In 1970, however, a reconnaissance was conducted through the support of the Treganza Anthropology Museum at San Francisco State University which identified archaeological sites throughout San Mateo County. These sites are mapped and are on file with the Planning Division of the San Mateo County Department of Environmental Management. To protect sites, these maps are kept confidential. The Half Moon Bay General Plan, Open Space and Conservation Element indicates the generalized location of potentially significant archaeological sites, as indicated by the Treganza Museum reconnaissance. Two areas were identified, both adjacent to perennial streams near the coast. Since this reconnaissance did not involve an exhaustive archaeological survey, it is possible that there are other sites within the City. Other areas of potential archaeological interest which have not been previously developed are indicated waterways and drainage patterns which are no longer visible or in existence, by the California Archaeological Site Survey, Regional Office, Central Coastal Counties, at Cabrillo College, Santa Cruz. In the absence of a detailed archaeological survey, the extent of areas of potential interest may be substantially overstated. Cultivation may have destroyed potential finds. This map was based on the following criteria:

- (a) The coastal strip where exploitable resources occurred.
- (b) All major creek shores, such as Pilarcitos, Arroyo Leon, and Frenchmans Creek.
- (c) All minor inland water courses, including historic or prehistoric springs, streams, or marshes.

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1. The background discussion in this section is taken primarily from the discussion contained in the San Mateo County, Local Coastal Program, Land Use Plan, Hearing Draft, Volume 1, November 1979.



- (d) The foothill strip near the northwest boundary, i.e.  $\pm 200$ -foot elevation.
- (e) Areas of prehistoric site evidence and pertinent historic places such as cemeteries, houses, and buildings.
- (f) Isolated hills and knolls.

The primary need in Half Moon Bay, as in the entire San Mateo County Coastal Zone, is for an archaeological survey which would determine the likelihood of unknown archaeological sites in particular locations. Efforts are required to undertake such a survey and to protect known sites.

No Paleontological resources of known significance have been identified in Half Moon Bay; they are extremely limited throughout the entire San Mateo County Coastal Zone.

Since archaeological sites are non-renewable resources, remaining sites need to be protected in order to provide the opportunity for future scientific investigation. Vandalism, urbanization, and public access are the principal sources of site destruction. Substantial protection of sites for future potential investigation can be provided if earth disturbance is limited during construction of roads and trails or buildings. In addition, particular projects requiring deep excavation, such as the laying of sewer and water lines, offer the opportunity to provide for archaeological site excavation before the sites are destroyed or covered over. In many cases, appropriate design can ensure protection of sites until such time that investigation is possible.

### 6.3 Policies

#### Policy 6-1

The City will actively solicit technical and financial assistance from the State and Federal governments for purposes of undertaking a survey of potential archaeological resources in Half Moon Bay.

#### Policy 6-2

Prior to the issuance of a permit for any development within 100 feet of any archaeological site identified in Figure 6.1 (page 82), the City will require the submission of a report by a qualified archaeologist regarding the resources which may be affected and mitigation measures necessary to protect the site or to undertake salvage of archaeological materials before development. Any permit shall be conditioned upon reasonable measures taken to mitigate the impact of development on archaeological resources. These may include (1) designating construction to avoid important resources, (2) covering the site with fill, and (3) site sampling and salvage.





#### Policy 6-3

In that portion of any development of 1 acre or more, as indicated on the Land Use Plan Map, which is also within an area designated on the Map of Potential Archaeological Resources, an archaeological survey shall be undertaken as a part of the preparation of a specific plan for development. The survey shall include findings on actual and potential resources on the site, impacts of the development proposed, and recommended mitigation measures. All feasible mitigation measures shall be incorporated in the specific plan or development plan prior to the issuance of a permit for development.

#### Policy 6-4

As a part of any project to construct new roads, trails, sewer or water lines, or other public projects involving substantial excavation which could destroy archaeological resources within the areas designated on the Map of Potential Archaeological resources, provision shall be made for an archaeological survey and the opportunity to sample and salvage the site by a qualified archaeologist as a part of the construction project.

#### Policy 6-5

In the case of any development within an area designated on the Map of Potential Archaeological Resources, the City shall encourage, and require where feasible, such designs and methods of construction as will offer protection for any potential archaeological site.





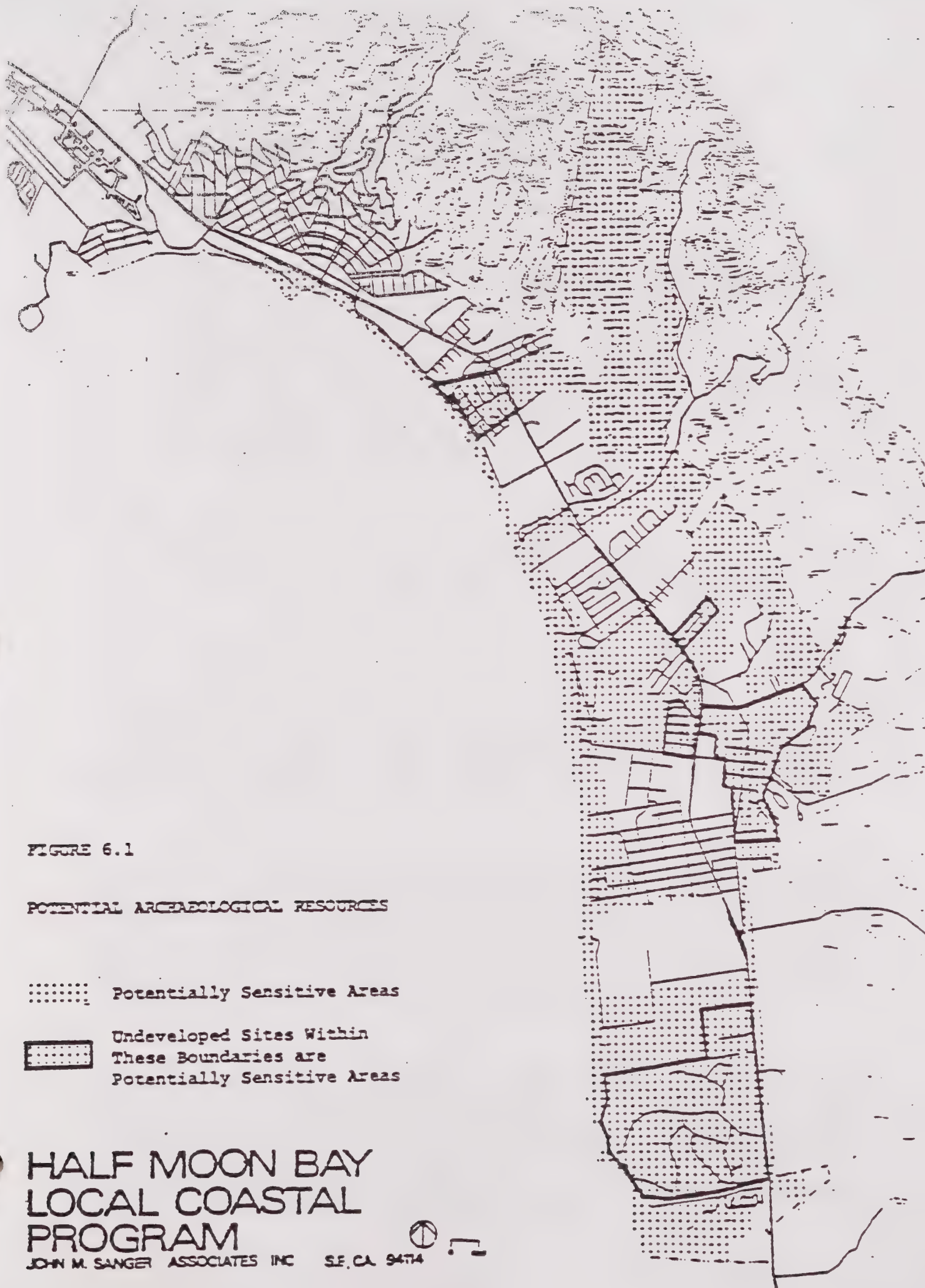


FIGURE 6.1

POTENTIAL ARCHAEOLOGICAL RESOURCES

..... Potentially Sensitive Areas

■ Undeveloped Sites Within  
These Boundaries are  
Potentially Sensitive Areas

HALF MOON BAY  
LOCAL COASTAL  
PROGRAM

JOHN M. SANGER ASSOCIATES INC. SE, CA 94714



## 7. VISUAL RESOURCES

### 7.1 Coastal Act Policies

30251 The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of the surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas, such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government, shall be subordinate to the character of its setting.

30253 New development shall:

(5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.

### 7.2 Planning Issues

The City of Half Moon Bay has scenic resources of substantial importance to the satisfaction of its residents, the pleasure afforded visitors, and the economy of the City. The Coastal Act Policy reinforces the City's own determination to protect these resources for its future well-being and the value they have for those living in and visiting the City.

The Statewide Interpretive Guidelines adopted by the California Coastal Commission establish the Coastal Act's concern with "the protection of ocean and coastal views from public areas . . . rather than coastal views from private residences where no public vistas are involved." Therefore, this section of the Plan addresses protection of views of scenic areas and visual resources visible from public roads and trails, public vista points, public recreation areas, and beaches. In addition, this section addresses preservation of the character and quality of distinctive architectural and historical resources of the City.<sup>1</sup>

The City, as well as the County and the State, have already taken actions to protect the scenic resources of the City. Most of the beaches, dunes, bluff faces, and bluffs are in public ownership and dedicated to open space and recreational purposes. The City has zoned all but one intermittent stream and both perennial streams as well as the beaches and adjacent bluffs for greenbelts, primarily

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1. Scenic and visual resources are identified in the Study Paper on Scenic Resources prepared as a background to the Land Use Plan.





restricted to open space and recreational uses. Billboards are only permitted in manufacturing districts and design review is required of all structures. The City has also supported both private and public efforts to preserve the historical character of downtown and other significant structures. Some additional measures are, however, required to ensure the broad protection of scenic and visual qualities of the Coastal Zone required by the Coastal Act. These measures primarily relate to protection of the scenic quality of that portion of the upland coastal hill slopes which lie within the City, protection of broad views of the ocean from Highway 1 and along major coastal access roads to the beach, protection of views from blufftop trails and public vista points, design guidelines for new development, and protection of significant historical and architectural structures.

### Upland Slopes

The hillside along the City's eastern boundary is a major attribute of the City's setting. Coordinated County and City measures to protect the scenic quality of these hillsides are necessary. The City has jurisdiction over hillsides on the Dykstra Ranch, Carter Hill, the Hester-Miguel lands, the Gravance property, and the land above the Nurserymen's Exchange. Any new development should be sited and designed to maintain the natural character of the landscape and to avoid substantial cuts and fills. Other policies in Sections 3 and 9 of the Plan will assist in achieving these purposes.

### Roadside Views, City Pattern, and Scenic Highways

Open fields along Highway 1 provide views of the ocean, hills, and streams along the Highway and access routes to the beach. Their contribution to the City's appearance has been noted. Where development is appropriate, guidelines are required to protect the scenic quality of access routes to the beach, maintain the sense of openness characteristic of the City, preserve broad views of the ocean, and maintain a scenic corridor along Highway 1. The scenic quality of access routes to the beach should also be maintained and enhanced. Other policies in Sections 2, 3, 8, and 9 of the Plan will assist in achieving these purposes.

### Protection of Significant Structures and Historical Areas

The City has inadequate policies to provide positive protection for structures of special significance or the historical character of downtown. Efforts to date have been by private groups within the City offering support. The City must evaluate the need and desire for stronger City efforts to preserve its historical resources, including the possibility of special guidelines for new development in the downtown core.

### Design Guidelines for New Development

Existing zoning provides no specific design guidelines for new development. These are desirable for purposes of ensuring maintenance of community character, maximization of visual resources, and mitigation of potential negative effects of large new developments, including large greenhouse complexes.



However, consideration must be given to the need to minimize the administrative burden to the City in terms of design review and development approvals, given the size of the City staff. Specific guidelines for greenhouses are found in Policies 8-9, 8-10, and 8-11.

### 7.3 Policies

#### Policy 7-1

The City will establish regulations to protect the scenic corridor of Highway 1, including setbacks for new development, screening of commercial parking, and landscaping in new developments.

The City will establish and map scenic corridors for Highway 1 to guide application of the policies of this chapter. Minimum standards shall include all areas within 200 yards of State Highway 1 which are visible from the road.

#### Policy 7-2

Blufftop structures shall be set-back from the bluff edge sufficiently far to ensure that the structure does not infringe on views from the beach and along the blufftop parallel to the bluff edge except in areas where existing structures on both sides of the proposed structure already impact public views from the beach or along the blufftop. In such case, new structures shall be located no closer to the bluff edge than adjacent structures.

#### Policy 7-3

Off-premise advertising structures shall be prohibited.

#### Policy 7-4

Utilities shall continue to be placed underground in all new developments.

#### Policy 7-5

All new development, including additions and remodeling, shall be subject to design review and approval by the City Architectural Review Committee.

#### Policy 7-6

Parking facilities and recreational structures, including campers, located in public regional recreational areas, private recreational areas, visitor-serving commercial areas and other developments shall be designated to minimize visibility from the beach.





#### Policy 7-7

Recreational vehicle parks shall be sited and landscaped within five years of development to assure full screening from public roads, vista points, public recreation areas, and residential areas.

#### Policy 7-8

New development, alterations to existing structures, and proposed demolitions in the downtown area, as designated on the Visual Resource Overlay Map, shall be subject to design approval in accordance with the following criteria:

- (a) Scale and style similar to that of the predominant older structures.
- (b) Continuity in building lines maintained along Main Street.
- (c) Existing older buildings which contribute significantly to the character of the area not demolished or altered in a manner which eliminates key architectural features.

#### Policy 7-9

New development shall be sited and designed so as to avoid or minimize destruction or significant alteration of significant existing plant communities identified in the General Plan (which include riparian vegetation along stream banks, and notable tree stands).

#### Policy 7-10

New development on upland slopes visible from Highway 1 and Highway 92 as indicated on the Visual Resources Overlay Map, shall not involve grading or building siting which results in a significant modification of the hillscape; where trees must be removed for building purposes, reforestation shall be provided as a part of any new development to maintain the forested appearance of the hillside. Structures shall be subordinate in appearance to the natural landform, shall be designed to follow the natural contours of the landscape, and shall be sited so as not to intrude into the skyline as seen from public viewing places.

#### Policy 7-11

New development along primary access routes from Highway 1 to the beach, as designated on the Land Use Plan Map, shall be designed and sited so as to maintain and enhance the scenic quality of such routes, including building setbacks, maintenance of low height of structures, and landscaping which establishes a scenic gateway and corridor.





Policy 7-12

In areas affording broad views of the ocean from Highway 1 as indicated on the Visual Resources Overlay Map, all new development shall be reviewed by the Planning Commission to ensure conformance with the following criteria:

- (a) Structures shall be sited and designed to preserve unobstructed broad views of the ocean and shall be clustered to the maximum extent feasible.
- (b) A landscaping plan shall be included in the development plans for approval and shall provide for landscaping which, when mature, will not impede public views of the ocean.
- (c) Building height shall not exceed one story or 15 feet, unless an increase in height would not obstruct public views to the ocean from the Highway or would facilitate clustering of development so as to result in greater view protection.









8.        AGRICULTURE

8.1       Legislative Policies

8.1.1    Coastal Act Policies

30005.5 Nothing in this division shall be construed to authorize any local government, or to authorize the commission to require any local government, to exercise any power it does not already have under the Constitution and laws of this State or that is not specifically delegated pursuant to Section 30519.

30007.5 The Legislature further finds and recognizes that conflicts may occur between one or more policies of the division. The Legislature therefore declares that in carrying out the provisions of this division, such conflicts be resolved in a manner which on balance is the most protective of significant coastal resources. In this context, the Legislature declares that broader policies which, for example, serve to concentrate development in close proximity to urban and employment centers may be more protective, overall, than specific wildlife habitat and other similar resource policies.

30010    The Legislature hereby finds and declares that this division is not intended, and shall not be construed as authorizing . . . the Commission . . . or local government acting pursuant to this division, to exercise their power to grant or deny a permit in a manner which will take or damage private property for public use, without the payment of just compensation therefor . . . .

30108    "Feasible" means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.

30113    "Prime agricultural land" means those lands defined in paragraphs (1), (2), (3), or (4) of subdivision (c) of Section 51201 of the Government Code.

30241    The maximum amount of prime agricultural land shall be maintained in agricultural production to assure the protection of the area's agricultural economy, and conflicts shall be minimized between agricultural and urban land uses through all of the following:

- (a) By establishing stable boundaries separating urban and rural areas, including, where necessary, clearly defined buffer areas to minimize conflicts between agricultural and urban land uses.



- (b) By limiting conversions of agricultural lands around the periphery of urban areas to the lands where the viability of existing agricultural uses is already severely limited by conflicts with urban uses or where the conversion of the lands would complete a logical and viable neighborhood and contribute to the establishment of a stable limit to urban development.
- (c) By permitting the conversion of agricultural land surrounded by urban uses where the conversion of the land would be consistent with Section 30250.
- (d) By developing available lands not suited for agriculture prior to the conversion of agricultural lands.
- (e) By assuring that public service and facility expansions and non-agricultural development do not impair agricultural viability, either through increased assessment costs or degraded air and water quality.
- (f) By assuring that all divisions of prime agricultural lands, except those conversions approved pursuant to subdivision (b), and all development adjacent to prime agricultural lands shall not diminish the productivity of prime agricultural lands.

30242 All other lands suitable for agricultural use shall not be converted to non-agricultural uses unless (1) continued or renewed agricultural use is not feasible, or (2) such conversion would preserve prime agricultural land or concentrate development consistent with Section 30250. Any such permitted conversion shall be compatible with continued agricultural use on surrounding lands.\*

30250(a) New residential, commercial, or industrial development, except as otherwise provided in this subdivision, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it, or where such areas are not able to accommodate it, in other areas with adequate public services, and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources . . .

#### 8.1.2 Government Code Policies

51201 (a) "Agricultural commodity" means any and all plant and animal products produced in this State for commercial purposes.

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\*Since there are no timberlands or soils suitable for timberlands in the City of Half Moon Bay, Coastal Act Section 30243 is inapplicable. If applied to lands suitable for agricultural use, Coastal Act Section 30243 would be either redundant or would conflict directly with the specific protective policies of Sections 30241 and 30242.





- (b) "Agricultural use" means use of land for the purpose of producing an agricultural commodity for commercial purposes.
- (c) "Prime agricultural land" means any of the following:
  - (1) All land which qualifies for rating as Class I or Class II in the Soil Conservation Service land use capability classifications.
  - (2) Land which qualifies for rating 80 through 100 in the Storie Index Rating.
  - (3) Land which supports livestock used for the production of food and fiber and which has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture.
  - (4) Land planted with fruit- or nut-bearing trees, vines, bushes, or crops which have a non-bearing period of less than five years and which will normally return during the commercial-bearing period on an annual basis from the production of unprocessed agricultural plant production not less than two-hundred dollars (\$200) per acre.

## 8.2 Statutory Construction

Sections 30241 and 30242, the sections of the Coastal Act which establish certain policies with respect to agricultural preservation, employ two significant terms, "prime agricultural land" and "agricultural use" in stating their respective policies of (1) maintaining the maximum amount of prime agricultural land in agricultural production to assure the protection of the area's agricultural economy (Section 30241), (2) minimizing conflicts between agricultural land uses and urban land uses (Section 30241), and (3) discouraging conversion of all other lands suitable for agricultural use (Section 30242).

The definition of prime agricultural land in Section 30113 of the Coastal Act incorporates by reference the definition in Government Code Section 51201. The Coastal Act does not include an express definition of agricultural use; however, Section 51201 of the Government Code defines agricultural use to mean "use of land for the purpose of producing an agricultural commodity for commercial purposes."

The Government Code definition of agricultural use is not only consistent with all of the factors which, in practice, either encourage or discourage the use of land for agricultural purposes, but also with Sections 30241 and 30242 of the Coastal Act. For example, if the purpose of maintaining prime agricultural lands in agricultural production is to assure the protection of the area's agricultural economy, these lands must be capable of producing an agricultural commodity for commercial purposes.





In pertinent part, Section 30241 reads as follows:

"The maximum amount of prime agricultural land shall be maintained in agricultural production to assure the protection of the area's agricultural economy, and conflicts shall be minimized between agricultural and urban land uses through all of the following:

(a) By establishing stable boundaries separating urban and rural areas, including, where necessary, clearly defined buffer areas to minimize conflicts between agricultural and urban land uses.

(b) By limiting conversions of agricultural lands around the periphery of urban areas to the lands where the viability of existing agricultural use is already severely limited by conflicts with urban uses . . .

\*\*\*

(d) By developing available lands not suited for agriculture prior to the conversion of agricultural lands.

(e) By assuring that public service and facility expansions and non-agricultural development do not impair agricultural viability, either through increased assessment costs . . . ."

(Emphasis supplied).

Section 30241 does not require the preservation of prime agricultural land regardless of whether it is suitable for agricultural use; but rather the maintenance of agricultural production on those prime agricultural lands where agricultural production for commercial purposes is viable (i.e. economically and otherwise feasible).\*\* A statute should be interpreted in a way consistent with its purposes. In the very language of Section 30241, the Legislature tells us that the purpose of the section is ". . . to assure the protection of the area's agricultural economy." If the purpose of maintaining prime agricultural land in production is to assure the protection of the area's agricultural economy, the land must be suitable for agricultural use; i.e. capable of producing an agricultural commodity for commercial purposes.

It is apparent from a reading of the remainder of Section 30241 that it is directed to the maintenance of existing, feasible agricultural production on prime agricultural land. Subsection (b) speaks in terms of ". . . the viability of existing agricultural use . . . ." and subsection (e) makes it clear that "viability" includes economic feasibility.

\*\*That economic feasibility is one criteria by which to judge the viability of continued agricultural production on prime soils is readily apparent from a reading of Section 30241(e), where increased assessments for public improvements (i.e. increased costs of production) are cited as one example of factors that could threaten "agricultural viability."



In furtherance of this goal, Section 30241 requires that conflicts shall be minimized between agricultural use of land and urban use of land by, among other things, first developing lands not suited for agriculture: i.e. not suited for the production of an agricultural commodity for commercial purposes.

Section 30241(c) supports the conclusion that the Coastal Act establishes a policy of maintaining agricultural production on those prime agricultural lands where agricultural production for commercial purposes is viable, rather than a policy of preserving all prime agricultural lands regardless of whether they are suitable for agricultural use; for it permits the conversion of even prime agricultural lands suitable for agricultural use if they are surrounded by urban uses and the conversion would be consistent with the policy of Coastal Act Section 30250(a) to locate development within, contiguous with, or in close proximity to, existing developed areas. Coastal Act Section 30241(c) would apply to virtually all of the lands located within the limits of the City of Half Moon Bay.

Like Section 30241, Coastal Act Section 30242 is intended to protect other lands capable of producing an agricultural commodity for commercial purposes by discouraging the conversion of other land suitable for agricultural use to non-agricultural use unless agricultural use is not feasible.

The express wording of Sections 30241 and 30242 indicates that economic feasibility is relevant, indeed material, to a determination of whether land should be reserved for agricultural use. The recognition of the materiality of economic considerations in Sections 30241 and 30242 is consistent with the recognition of the materiality of economic considerations throughout the Coastal Act (e.g. Sections 30001(d), 30001.2, 30001.5(b), 30004(b), 30108, 30200, and 30230).

The Coastal Act is a statute; and as such it is subject to, and must be construed to conform to, the State and Federal constitutions which provide that a landowner may not be denied the economic use of his property without due process and the payment of just compensation. Were the City to require that land unsuitable for agricultural use must be reserved for agricultural use, the City would deny the landowner any economic use of his property in direct violation of the State and Federal constitutions. However, Section 30241 need not be so construed, since the Act itself specifically recognizes the "constitutionally protected rights of private property owners." (Section 30001.5(c); and see Sections 30005.5, 30010, and 30210).

### 8.3 Agriculture: A Summary

The policies set forth at the end of this Chapter II, Part 8, represent the City's application of Coastal Act policies to all of the agricultural evidence in the record of the City's LCP proceedings to date, including not only these amended LUP proceedings, but also the 8 public hearings, 9 study sessions, and 4 combined City Council and Planning Commission meetings conducted by the City prior to March 31, 1981, the many public discussion meetings on the 10 LCP Study Papers which preceded them, the 4 public hearings held through May 5, 1982 by the Central Coast Regional Commission and the State Coastal Commission, and all of the oral and written testimony and other evidence submitted in connection therewith.





That evidence includes, among other things, the following reports and studies:

Agriculture. A Study Paper For Public Review And Comment, Half Moon Bay Local Coastal Program, John M. Sanger & Associates, Inc., July 13, 1979, and additional sources cited therein;

Economic Consideration of California Coastal Agriculture. An Analysis of Feasibility, Acreage Requirements, and Dual Land Use for Selected Crops and Geographic Areas, University of California Cooperative Extension Service, October 1979;

The Important Farm Lands Inventory for the San Mateo County Coastside, Soils Conservation Service of the United States Department of Agriculture and the State Land Use Task Force of the California Rural Development Committee; and

Inventory and Analysis of Existing and Potential Agricultural Use of Lands Within the City of Half Moon Bay, The Agribusiness Group, October 23, 1981, and additional sources cited therein.

That evidence also includes the oral and/or written testimony of many former and virtually all of the present food and field flower growers and greenhouse operators in the City, many food and field flower growers and greenhouse operators located outside the City in the unincorporated areas of the San Mateo County coastside, representatives of lending institutions familiar with the financial needs and problems of food, field flower, and greenhouse operators in the City and on the coastside generally including Bank of America, San Jose Production Credit Association, and Wells Fargo Bank, members of the Agricultural Advisory Council to the San Mateo County Farm Bureau, San Mateo County Farm Supply, Half Moon Bay Growers Association, and the California Floral Council, agricultural experts such as representatives of The Agribusiness Group, and representatives of such interested groups as the Natural Resources Defense Council, the Loma Prieta Chapter of the Sierra Club, and the Committee for Green Foothills.

The most complete and detailed single source of information about agriculture in the City is The Agribusiness Group Report, which includes a history of the decline of agriculture in the City, and a parcel-by-parcel inventory and analysis of existing and potential agricultural use of lands within the City. The interviews with current and former farmers, flower growers, greenhouse operators, landowners, lenders, and others described in the report accurately reflect the oral and written testimony presented to the City and the Coastal Commission during the LUP proceedings. The findings and conclusions in the report are consistent with and support the findings and conclusions on which the agricultural policies in this Plan are based. The City has relied upon the report in the proceedings before the State Coastal Commission.

In order to establish the data base necessary to adopt agricultural policies consistent with the Coastal Act, the City first identified all of the land within the City currently in some form of agricultural use and all of the vacant land within the City which consists of Class I, II or III soils. Of the ±1,200 acres included within



the City's initial inventory of lands which might be suitable for agricultural use, +430 acres are currently in some form of agricultural use, and +770 acres of vacant lands consist of Class I, II or III soils. The remainder of the vacant lands within the City consist of Class IV soils or worse. The various categories of land within the City identified in connection with the preparation of the initial inventory are described in the following tables.

TABLE 8.1

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LANDS EITHER EXCLUDED OR INCLUDED  
WITHIN INITIAL SOILS INVENTORY

Total Acres Within City	<u>+4,100 Acres</u>
Lands Already Developed Plus Vacant Lands Consisting of Class IV Soils or Worse	<u>+2,900 Acres<sup>1</sup></u>
Lands Currently in Some Form of Agricultural Use Plus Vacant Lands Consisting of Class I, II or III Soils	<u>+1,200 Acres</u>
Total Acres Within City	<u>+4,100 Acres</u>

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1. Developed lands include existing residential, commercial and industrial uses, public buildings, roads and other improvements, the state beaches and City parks. In addition to the poor quality of their soils, the vacant lands consisting of Class IV soils or worse are unsuitable for agricultural use for all of the reasons set forth in footnote 2 on page 97.



TABLE 8.2

## INITIAL SOILS INVENTORY

Initial Inventory of Lands Within the City Which Might be Suitable for Agricultural Use	+1,200 Acres
Lands Currently in Some Form of Agricultural Use	
Irrigated Food Production	+ 115 Acres
Irrigated Field Flower Production	+ 225 Acres
Greenhouse/Potted Plant Operations	+ 90 Acres
Subtotal	+ 430 Acres
Vacant Lands Within the City*	
Consisting of Class I, II or III Soils	
Class I and II Soils	+ 295 Acres
Class III Soils	+ 475 Acres
Subtotal	+ 770 Acres
Initial Inventory of Lands Within the City Which Might be Suitable for Agricultural Use	
Total	+1,200 Acres

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\*See footnote (2) on page 97.





The City then examined each parcel within this initial inventory to determine which parcels actually have some potential for agricultural use. On the basis of its examination and analysis, the City has concluded that the +770 acres of vacant Class I, II and III soils have no potential for agricultural use for a myriad of independent and self-sufficient reasons.<sup>2</sup>

The City also examined and analyzed each parcel of land within the City currently in some form of agricultural use.

Approximately 115 acres of irrigated farmland is currently being used by six farmers for production of food crops as follows: artichokes on +62 acres; Brussels sprouts on +25 acres; and greens on +25 acres. Two of the six farmers are owners. The other four are tenant farmers who are able to continue to operate only because their land rents are artificially low since the parcels are restricted to agricultural use. The acreage in production for each operation ranges from a low of +9 acres to a high of +45 acres. Under the best of circumstances, a minimum parcel size of 200 usable acres is required to maintain a commercial vegetable farming operation. The viability of existing agricultural use on each of the six parcels is severely and irreparably limited by conflicts with urban uses such as trespass and vandalism including damage to crops, irrigation equipment, machinery, and fences, caused by local residents and visitors to the State Beaches, their motorcycles, off-road vehicles, horses and dogs, restrictions on the types and methods of application of pesticides and on hours of tractor and machinery operation because of noise and dust, and infestations of the plume moth attracted by the lights of surrounding development.

All of these urban impacts reduce yields while raising costs. None of the six parcels is suitable for agricultural use because of inadequate parcel size, inadequate supplies of affordable irrigation water, low yields and high costs arising from severe urban impacts, and little or no return-on-investment despite entry costs substantially lower than those which would be incurred to establish a new or renewed food production operation today.

The +225 acres currently in field flower production are divided among eleven parcels and eight operators. Five of the parcels are operated by the owners; and six of the parcels are operated by tenants who are able to continue to operate only because their land rents are artificially low since the parcels are restricted to agricultural use. The acreage in production for each operation ranges from a low of +7 acres to a high of +52 acres. With the exception of the +18-acre field

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2. Those reasons include: (1) lack of affordable irrigation water; (2) land preparation costs too high for economically feasible operation; (3) unavailability of necessary financing; (4) high land costs and property taxes; (5) severe urban impacts; (6) inadequate parcel size; (7) no farmers willing to purchase for agricultural use; (8) poor drainage; (9) crop-limiting climatic factors; (10) scattered ownerships in existing subdivisions; (11) location within riparian habitats; and (12) inclusion within Wavecrest Restoration Project which has been approved for development by the Commission, the Coastal Conservancy and the City. These reasons are discussed in more detail in the text.



flower operation in the Hester-Miguel, all of the existing field flower operations have been severely and irreparably limited by the same conflicts with urban uses that have severely and irreparably limited the existing food production operations. Most of the eleven parcels are not suitable for agricultural use because of inadequate parcel size, inadequate supplies of affordable irrigation water, low yields and high costs arising from severe urban impacts, and little or no return-on-investment, despite entry costs substantially lower than those which would be incurred to establish new or renewed field flower operations today. A few of the eleven parcels are viable today, based on the low entry costs of the operators and their willingness to continue to farm despite severe urban impacts and marginal net returns. Because of the severity of urban impacts and the low marginal returns to the existing operators, none of these parcels could be sold to a new operator for continued agricultural use. These parcels may continue to be operated by the existing farmers until they retire or until the competitive advantages of other domestic and foreign growing areas become too great.

There are approximately 90 acres of land currently being used for greenhouse/potted plant operations in the City. The greenhouse industry in the City is a viable industry at this time. The existing local operators are concerned about the lack of affordable housing for employees, the high costs of energy which make the operations non-competitive with coastal areas further south, the prospect that future traffic associated with the Ox Mountain refuse disposal site will delay deliveries and interfere with scheduling, and the growing competitive advantages of other domestic and foreign production areas. These advantages include lower land costs, lower water costs, lower heating costs, lower property taxes, fewer building restrictions, and the availability of farm labor housing.

The greenhouse industry in Half Moon Bay consists, without exception, of family operations by second-generation family members. If these operators had to purchase their land and finance their improvements today, none of these operations would be economically feasible. Prospects for future expansion of the greenhouse industry in the City are minimal because of the high costs for land, water, and energy, and the narrow margins on sales which are estimated to be two percent (2%) per dollar of sales by existing operators. New entries would be faced with very high costs that would prevent any return-on-investment. Given the high costs of land, the high costs of building in an urban environment, the high cost and limited availability of water, the narrow profit margin of existing operators, and the growing competitive advantages of other production areas, expansion of existing operations in the City or the entry of new operators is not likely. There has been no new entry in over 17 years. Present operators regard prospects for further growth of their own operations in the City as minimal. Preferred locations for both new and expanded operations are available outside the City and in other regions.

A successful farming operation requires more than good soil. Other necessary factors include: (1) adequate parcel size to justify mechanization and other economies of scale; (2) ample supplies of good quality low cost irrigation water; (3) a favorable climate; (4) financing for land and equipment acquisition and production costs; (5) local farm support facilities and services; (6) an adequate labor supply; (7) a non-urban location which will permit the use of a wider range of pesticides and aerial applications; (8) freedom from urban impacts such as trespass, vandalism, and neighborhood complaints about noise and dust; and





(9) most important of all, a farmer willing to devote the time, energy, and money necessary to operate a parcel. There are some parcels with good soil in the City, and the climate is favorable for some crops. However, few, if any, of the other necessary factors exist for a farming operation in the City.

Without an ample supply of high quality low cost irrigation water, even the best soils in the City are not suitable for agricultural use. All of the wells, streams, and run-off reservoirs that can be used for irrigation water are already being fully used to meet just the minimum requirements of the +340 irrigated acres in production in the City. There is no other source of affordable irrigation water available for the remaining undeveloped acreage within the City. Stream and well water production for the existing operators are declining while pumping costs are rising. At least one former operator has experienced salt-water intrusion. There are no other sources of good quality competitively-priced irrigation water. The cost of a new run-off reservoir would be prohibitive. A minimum storage capacity of at least 1.5 acre feet would be required for each acre in production. A 50-acre foot run-off storage reservoir and related appurtenances could cost as much as \$300,000.\* The marginal returns to existing operators indicate that agricultural use of lands in the City could not generate the necessary income to finance these costs. Food farmers and field flower growers cannot afford the Coastside County Water District price of approximately \$488 per acre foot, which is 8 to 15 times more expensive than irrigation water elsewhere in California, including Santa Cruz and Monterey Counties. Whether CCWD builds the Crystal Springs pipeline or a dam and reservoir on the coastside, any additional supplies will be at least as expensive as existing supplies. Use of reclaimed waste-water would be unacceptable to the State from a health standpoint and to the flower growers from a quality standpoint.

It would also be economically infeasible because of the substantial costs which would be required to build a storage reservoir and distribution system capable of delivering reclaimed waste-water to scattered small parcels. Finally, substantial urban development would be required to produce the additional 1.5 to 5 acre feet per year of reclaimed waste-water necessary to place each additional acre of undeveloped land into production.

Under the best of circumstances, commercial vegetable growers require at least 200 acres of land to achieve the minimum economies of scale required to meet the costs of mechanical equipment and compete in the marketplace. Because urban impacts decrease yields while increasing costs, even larger parcels would be required for food farming operations in the City. There are no parcels this size in the City. A field flower grower might be able to operate viably on a smaller parcel if it is located in a non-urban area and if it is being farmed by a small family-type operator. There are only two such operators left in the City. Their operations have been severely limited by urban conflicts and they have indicated they would relocate if their lands were not presently locked into agricultural use. No new small operators have come into the City in over 17 years.

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\*All reservoir construction previously completed within the City of Half Moon Bay was substantially paid for by the Federal Government - Soil Conservation Service. Construction of new reservoirs, privately financed, would be prohibitive.



With but one exception, the viability of all of the existing food and field flower operations in the City has been severely limited by urban conflicts. Fences, equipment, and growing crops are repeatedly damaged or destroyed by trespass, vandalism, and theft, thereby decreasing yields and increasing costs. Given the existing level of urbanization and the existing use of the City's beaches as a regional recreational center, these urban conflicts are irreversible and can be expected to increase. In order to protect human health, the more effective pesticides cannot be used, which further reduces yields. For the same reason, aerial and other efficient methods of pesticide application are prohibited, which further increases costs.

The City lacks the necessary local services and facilities required to support agricultural land use. The City has one automobile dealer who also sells trucks and one farm supply store which relies on a large garden supply clientele to survive. Firms capable of servicing farm equipment do not exist in the City. Marketing facilities are also non-existent. The closest town with agricultural support facilities and services is Watsonville, approximately 75 miles from Half Moon Bay. As a result, the City's farmers and flower growers must pay more for supplies and services.

The financing necessary to buy land, equip a farm or field flower operation, and cover production costs is not available for land in the City that is restricted to agricultural use. Reasons given by lenders include small parcel size, scarcity and high cost of water, high cost of energy, high costs and low yields arising from restrictions on the use of pesticides, lack of farm labor housing, competitive advantages of other areas, and a history of marginal or negative returns for existing operations.

All of the crops which have been, or are being, grown in the City, including Brussels sprouts, artichokes, field flowers, and potted plants, can be grown in other areas with distinct advantages over the City, including adequate supplies of high-quality competitively-priced water, greater efficiency through larger agricultural units, lower land costs and property taxes, availability of farm labor housing, less urban intrusion, higher yields, fewer restrictions on pesticide use and applications, less restrictive building standards than those necessary in an urban environment, and lower fuel costs in the case of greenhouse/potted plant operations.

Finally, farmers and field flower growers are not willing to invest in food or field flower operations in the City. Land rents paid by those few tenant farmers still operating on leased lands in the City are artificially low because the lands are restricted to agricultural use. At best, landowners like the Matteucci's barely cover property taxes. The net annual return to the Matteucci's for their 12-acre parcel is \$2.68 after the payment of taxes. The land rent received by the L. C. Smith Estate is less than one-half the amount of its annual property taxes. Restriction of their lands to agricultural use would deprive the existing landowners of all value for their properties. Those few tenant farmers still operating in the City are doing so only because their land rents are nominal and because they are farming other lands outside of the City. Since they already own all of the necessary equipment, the return from the leasehold operations need not cover equipment costs. None of these tenant farmers is interested in purchasing land in the City restricted to agricultural use, nor are they willing to make any investment in





equipment, irrigation facilities, or other capital improvements. All have indicated that they will continue to operate only so long as their land rents remain nominal. Several have indicated that despite the nominal land rents, their returns may not justify continued operations. None of the leasehold operations has any area economic significance.

The use of land within the City for the production of food crops is no longer feasible. Some of the irrigated acreage currently being used for field flower production is, at the present time, land suitable for agricultural use. However, as the competitive advantages of other production areas increase, the maintenance of field flower production on most of these irrigated prime soils will no longer be feasible. New or renewed field flower production within the City is not feasible. The +90 acres currently being used for greenhouse/potted plant operations is, at the present time, land suitable for agricultural use. However, if the competitive advantages of other domestic and foreign production areas continue to increase, the existing owner/operators may relocate. Prospects for the expansion of existing greenhouse/potted plant operations are minimal and the entry of new operators is not feasible.

The ability to convert land to alternative uses, should agricultural use be infeasible, is essential in order for field flower growers and farmers to finance continued operations. Lenders will not accept as collateral for loans lands within the City restricted to agricultural use. Many of the existing field flower operators and farmers have indicated a desire to sell their lands and relocate their operations to larger parcels in non-urban areas. However, because their lands are presently restricted to agricultural use, they are unable to do so. If the City were to deny these experienced and willing floricultural operators and farmers the opportunity to sell unsuitable lands at urban values and to use the proceeds to acquire suitable lands and necessary equipment for efficient operations elsewhere, the City would prevent expansion of agricultural production on prime agricultural lands outside of the City without maintaining agricultural production within the City.

There is no "fallow" land within the City (i.e. land which has been plowed but not seeded during a growing season in order to make the soil richer, conserve moisture supply, kill weeds, or otherwise preserve and enhance the land for agricultural use). None of the vacant land in the City, regardless of soils type, is suitable for agricultural use. The land is vacant because it would be economically infeasible to farm.

#### 8.4 Planning Issues

##### Economic Significance

The only agricultural production in the City of economic significance is floriculture/horticulture, which accounts for about 20% of the total coastside flower production and 98% of the gross value of agricultural production and agricultural employment in the City. Virtually all full-time agricultural employees are in floriculture/horticulture. Direct employment accounts for about 45% of total employment in the City.





The only floriculture/horticulture operations of economic significance are the existing greenhouse/potted plant operations (which are not soils dependent) and those few field flower operations which are viable at the present time because of the low entry costs of the operators and their willingness to continue operations despite marginal returns. Although the existing greenhouse/potted plant operations account for the bulk of both agricultural income and employment in the City, they occupy only 21% of the land currently in production. Floriculture/horticulture is more land and labor intensive than vegetable production.

There is little or no potential for the expansion of existing operations within the City or the entry of new operators. It is the common perception of local operators that location in the City offers no advantages to compensate for the many disadvantages and that other coastal areas outside of the City offer better opportunities.

### Conflicts With Habitat and Resource Values

Prior and existing agricultural use of land in the City has caused and is causing direct conflicts with the protection and restoration of riparian habitats and water resources. Stream water diversion, groundwater extraction, and surface run-off of silt and pesticides associated with agricultural use have had a deleterious impact on the maintenance of riparian habitat, and small wildlife and fish populations along and within all major and minor creeks in the City. Extraction of groundwater depletes the aquifers and threatens minimum stream flows. In the past, increased groundwater extraction has caused a drop in the groundwater table and a rise in saltwater intrusion. Vegetable and field flower growers have had to grade to the edge of streams in order to obtain even marginal returns from their operations. Much riparian habitat has been lost due to grading and planting within stream corridors and associated run-off. Any increased agricultural use could have significant adverse impacts on water quality and cliff stability as well as riparian habitat.

The Plan would reduce conflicts between agricultural uses and environmental resources by permitting the conversion of unsuitable lands near riparian habitats to alternative uses which would permit the imposition of development conditions to protect and restore riparian habitats, prohibit stream diversions, and promote groundwater recharge. An example of what can be accomplished is shown by the regeneration of the riparian habitat along Arroyo Canada Verde following termination of a nearby marginal agricultural use many years ago.

### Urban/Rural Boundary

The coastside's historical pattern of urbanization makes especially apparent the need for a clearly defined and stable Urban/Rural Boundary to protect prime agricultural lands suitable for agricultural use and to locate development within, contiguous with, or in close proximity to existing developed areas able to accommodate it. The purpose of an Urban/Rural Boundary is to distinguish clearly areas appropriate for additional urban development from areas which should remain in rural uses, including agricultural uses.



A principal determinant in establishing a stable Urban/Rural Boundary is the preservation of those rural lands suitable for agricultural use while permitting reasonable growth within existing urban areas through infilling and proximate outward expansion that conflicts minimally with potential agricultural use of suitable rural lands. To this end, criteria for designating suitable agricultural lands for long term, rather than short term, use are required. Neither an Urban/Rural Boundary alone, nor the imposition of agricultural land use designations, can assure continued production on lands suitable for agricultural use; but each can enhance the potential for continued production.

The City is already an urban area. (See Chapter II, Part 9). Severe urban conflicts have already irreversibly impaired virtually all open field agricultural land use.\* While it may be feasible to maintain a few of the existing field flower operations in the short term, the existing operators do not foresee any growth. The economics of modern farming require a unit size larger than any available in the City. If expansion is to occur, it will occur in more attractive and less urbanized areas elsewhere.

The proposed Urban/Rural Boundary for Half Moon Bay (shown on the Land Use Plan Map) is the City boundary. The Urban/Rural Boundary is intended to establish limits to future outward urban expansion until such time as all land within the City suitable for development has been developed or committed to other uses. Given the growth potential within the City, no conversion of rural lands outside of the City to urban development is contemplated.

The City boundary will constitute a stable Urban/Rural Boundary which will minimize conflicts between urban land uses within the City and existing or potential agricultural land uses in the unincorporated areas of the San Mateo County coastline. The only parcel of prime agricultural land in the County adjacent to the City limits of sufficient size to constitute a feasible agricultural operation is the Cassinelli parcel adjacent to the southern one-half of the eastern City limits. The Coast Highway and Main Street, with its 200 foot strip, provide a good buffer. The lease under which the tenant farms a portion of the Cassinelli parcel in the County does not include the first 100 feet east of the City limits. In addition, there is more prime agricultural land within the Cassinelli parcel than there is available irrigation water to farm it. Even were a wider buffer zone to be established on the County side of the City limits, the total acreage of prime agricultural land in production would not be reduced. Because the 200 foot strip along Main Street is not suitable for agricultural use and is contiguous with existing development and all of the public works infrastructure necessary to serve it, a buffer zone on the County side of the City limits would both preserve the maximum amount of prime agricultural land in production consistent with Section 30241 of the Coastal Act and concentrate development consistent with Section 30250(a) of the Coastal Act. The mountain slopes, steep hillsides, and hardy shrubs further north constitute a natural buffer.

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\*Urbanization has already fatally compromised all but +18 of the +340 acres of irrigated prime soils in the City that in the past had been suitable for agricultural use.

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The only other parcels of prime agricultural land with available irrigation water immediately adjacent to the City limits are a few scattered small parcels adjacent to the southern portion of Hester-Miguel where Frenchman's Creek and required riparian set-backs constitute an adequate buffer.

There is no agricultural use of County lands adjacent to the northern City limits where urban build-out and the highway constitute obvious boundaries. Were County lands south of the City and east of the Coast Highway suitable for agricultural use, Arroyo Canada Verde and required riparian set-backs would constitute an adequate buffer.

The County lands west of the Coast Highway adjacent to the southern City limits would constitute an adequate buffer if County lands further south were suitable for agricultural use. The land immediately south of the City limits is not suitable for agricultural use. It consists of Class III soil and has no available source of irrigation water. Nevertheless, because this land is designated Planned Agricultural District in the County's certified LCP, the City, with the consent of the owner of the land immediately north of the southern City limits, will impose as a condition to permitted development the establishment of a buffer zone along the southern City limits adequate to preserve the potential for agricultural use of the adjacent County land. (See Chapter II, Part 9.3.7).

Establishment of the City boundary as the Urban/Rural Boundary will assure that future urban development occurs within the City and does not encroach on lands outside of the City suitable for agricultural use. In accordance with Coastal Act policies, future development will be concentrated within the City, and the City boundary will constitute a stable Urban/Rural Boundary.

#### Agricultural Phasing

The land use designations and agricultural policies in this Plan establish a logical scheme for phasing the conversion to urban use of lands currently in some form of agricultural use. The phasing scheme is not based on an arbitrary time frame, but rather on the actual needs and capabilities of the City. Subject to the availability of the necessary public works infrastructure and the phasing policies elsewhere in this Plan, those lands which are clearly no longer suitable for agricultural use have been designated for development on the Land Use Plan Map and will be developed first. Subject to the minimum time frames established by Policy 8-5, those lands designated Urban Reserve because they now may be, or very shortly can be expected to be, unsuitable for agricultural use, will be developed only after substantial build-out of the lands designated for development on the Land Use Plan Map. Those lands designated Open Space Reserve because continued agricultural use may remain viable for the short term will be developed only after all of the remaining lands in the City suitable for development have been developed or committed to other uses. Finally, those lands designated Floriculture/Horticulture Business because continued agricultural production is likely to remain feasible for the long term will be maintained in agricultural production for the foreseeable future in order to assure the protection of the area's agricultural economy.



### Maintenance in Production of the Maximum Amount of Land Suitable for Agricultural Use

In order to assure the protection of the area's agricultural economy, the City's Agricultural Phasing Program will (a) encourage the long-term maintenance of agricultural production on those lands designated Horticulture Business and (b) encourage the maintenance of agricultural production for as long as possible on the lands designated Open Space Reserve and Urban Reserve by prohibiting conversion of Open Space Reserve lands to urban uses until all of the developable lands within the City have been developed, and by prohibiting conversion of Urban Reserve Lands to urban uses (i) for a minimum period of 10 years or (ii) until substantial development has occurred in areas designated for development on the Land Use Plan Map, whichever is longer. Tables 8.3 and 8.4 (page 106) compare the acreage within the foregoing reserve categories with the acreage currently in some form of agricultural use.

### Horticulture Business

In order to assure the long-term maintenance of the only agricultural production in the City of any area economic significance, the City has designated as Floriculture/Horticulture Business a total of +139 acres. Of the +315 acres currently in greenhouse/potted plant operations and field flower production, +101.3 acres, or approximately 32%, have been designated as Floriculture/Horticulture Business. This figure includes +79 acres currently in greenhouse/potted plant operations and +22.3 acres currently in field flower production. Although the existing greenhouse/potted plant operators and field flower growers do not foresee expansion within the City, in order to preserve the potential for expansion, the City has designated as Floriculture/Horticulture Business an additional +37.7 acres which are not now in production, +21 acres of which are owned by existing greenhouse/potted plant operators, and +12.1 acres of which are owned by existing field flower growers. Lands designated Floriculture/Horticulture Business may be used only for open field agricultural production, nurseries and greenhouses.

The City has designated all of the lands suitable for long-term agricultural use as Floriculture/Horticulture Business. The remaining undeveloped lands within the City are unsuitable for long-term agricultural use. Since these lands are located within, contiguous with, or in close proximity to, existing developed areas, and since their development would serve to complete logical and viable neighborhoods and contribute to the establishment of a stable Urban/Rural Boundary, their eventual development is consistent with Coastal Act Sections 30241, 30242 and 30250(a).

### Open Space Reserve

Nevertheless, since some of these lands may be able to continue in agricultural use for the short term, provided the existing operators are willing and competitive disadvantages do not become too severe, the City has designated as Open Space Reserve +73.6 acres, or approximately 17%, of the lands currently in some form of agricultural use. This figure includes +41.4 acres, or approximately 13%, of the +315 acres currently devoted to greenhouse/potted plant operations and field





TABLE 8.3

COMPARISON OF AGRICULTURAL PHASING  
PROGRAM TO LANDS CURRENTLY IN SOME  
FORM OF AGRICULTURAL USE

Lands Currently in Some Form of Agricultural Use	<u>Acres</u>
Greenhouse/Potted Plants	90
Field Flowers	225
Vegetables	<u>115</u>
Total Land in Some Form of Agricultural Use	<u>430</u>
Agricultural Phasing Program	
Horticulture Business	139
Urban Reserve	125
Open Space Reserve <sup>(1)</sup>	<u>83</u>
Total Land in Agricultural Phasing Program	<u>347</u>

(1) The City has designated as Open Space Reserve a total of +797 acres. This table excludes from Open Space Reserve for the purposes of this comparison +723.4 acres which are designated Open Space Reserve in the Land Use Plan (see Table 8.4).

TABLE 8.4

COMPARISON OF ALL LANDS IN A RESERVE CAPACITY  
IN THE LAND USE PLAN WITH LANDS CURRENTLY  
IN SOME FORM OF AGRICULTURAL USE

	<u>Acres</u>
Lands Currently in Some Form of Agricultural Use	<u>430</u>
Land in a Reserve Capacity in The Land Use Plan	
Horticulture Business	129
Urban Reserve	125
Open Space Reserve	<u>797</u>
Total Land in a Reserve Capacity	<u>1051</u>





flower production, and +32.5 acres, or approximately 28%, of the +115 acres currently devoted to vegetable production.\* The City has also designated as Open Space Reserve an additional +8.8 acres not now in production, which constitutes a portion of a single +25.5 acre parcel, the remainder of which is currently devoted to field flower production. Lands designated Open Space Reserve may not be converted to urban uses until all other land in the City suitable for development has been developed or committed to other uses. The Open Space Reserve land use designation is consistent with the policy of the Coastal Act to develop available lands not suited for agriculture prior to the conversion of agricultural lands.

### Urban Reserve

Even though they may no longer be suitable for even short term agricultural use, the City has designated as Urban Reserve another +105.8 acres, or approximately 25%, of the lands currently in some form of agricultural use. This acreage, all of which is devoted to field flowers, constitutes approximately 34% of the +315 acres of land in the City currently devoted to greenhouse/potted plant operations or field flower production. The City has also designated as Urban Reserve an additional +19.08 acres owned by existing field flower growers but not now in production, for a total of +124.88 acres. Lands designated Urban Reserve include those open field flower operations clearly within the perimeter of existing urban development. They constitute a logical reserve for infill development after substantial development has been accommodated on lands designated for new development on the Land Use Plan Map. Lands designated Urban Reserve which are subject to Williamson Act contracts may not be converted to urban uses until expiration of the contract. The City will not consent to cancellation of a Williamson Act contract. Other lands designated Urban Reserve may not be converted to urban uses for a period of at least ten years from the effective date of this Plan. Regardless of the expiration of a Williamson Act contract or the passage of the ten year period, lands designated Urban Reserve will not be permitted to convert to urban uses until substantial development has occurred in areas designated for development on the Land Use Plan Map.

### Lands Designated For Development

Of the +430 acres of land within the City currently in some form of agricultural use, +149.9 acres, or approximately 35%, are designated for development on the Land Use Plan Map. All of this acreage is either wholly surrounded by or contiguous with high density residential development and urban impacts have become intolerable.

### Greenhouse Development

Under the Coastal Act, greenhouse production is both an agricultural activity and a type of development. As a form of development, its impacts on soil productivity,

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\*The City has designated as Open Space Reserve a total of +797 acres.

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preservation of the area's agricultural economy, and impacts on coastal water, habitat, and scenic resources must be considered. The significance of greenhouse production to the City and County agricultural economy is well-documented. Therefore, it is important to protect greenhouse/potted plant operations to maintain that economic base. The Plan attempts to address the most critical single issue for the greenhouse/potted plant operators: an adequate high-quality water supply. Assurance of adequate water for continued operations should enhance conditions for maintenance of the existing greenhouse/potted plant operations in Half Moon Bay. Greenhouses, however, raise other Coastal Act issues which must be addressed by the Plan.

Greenhouse development, like other development, has an impact on water run-off, affecting levels of groundwater recharge and water quality. Due to the high cost of water, much of the water used in greenhouses is recycled for additional use. In addition, the Plan reduces the likelihood of any significant additional impact by limiting expansion of greenhouses to parcels already committed to greenhouse use, consistent with operators' indications of future potential requirements.

The existing greenhouse/potted plant operations will be protected and encouraged to continue as a mainstay of the City's economic base by means of the Floriculture/Horticulture Business designation. This designation is consistent with the semi-industrial nature of such operations.

The industrial appearance of greenhouses, as viewed from Highway 1, other public ways, and recreational areas, must be considered in terms of Coastal Act scenic area objectives. Design approval is not currently required by the City for such developments. The plan provides for design review and landscaping or alternative methods to mitigate the visual impacts of all new greenhouse structures and additions. Since the existing locations of greenhouses, to which future expansion will be limited, do not involve substantial visual intrusions into scenic corridors or obstruct coastal views, any expanded use is not expected to conflict with scenic values, given landscaping requirements. Greenhouses also have a symbolic visual place in the City due to their significance to the local economy.

## 8.5 Policies

### Policy 8-1

The City recognizes agriculture as a valuable economic resource to the region. The maintenance of the City's economic base partially depends on the continued strength of the horticulture industry.

### Policy 8-2

The City will not consent to cancellation of Williamson Act contracts of lands designated Urban Reserve prior to the expiration of the contract in accordance with State law.





Policy 8-3

The City will continue to offer agriculture preserve status and Williamson Act contracts to those owners desiring to maintain agricultural use within the City.

Policy 8-4

The City will phase development so as to maintain land in field flower production as long as feasible (as defined in Section 30108 of Coastal Act).

Policy 8-5

Lands designated Urban Reserve on the Land Use Plan Map shall not be eligible for development approval and shall not receive a permit for development, other than for uses permitted under the designation Urban Reserve, except upon the happening of one of the following conditions:

- (a) In the case of land which is within an agricultural preserve and subject to a Williamson Act contract as of July 1, 1980, expiration of the Williamson Act contract.
- (b) In the case of land which is not subject to a Williamson Act contract, the expiration of 10 years from the effective date of this Plan.

Policy 8-6

Lands designated Open Space Reserve on the Land Use Plan Map shall not be eligible for development approval and shall not receive a permit for development, other than for uses permitted under the designation Open Space Reserve, unless and until there are no alternative areas appropriate for infilling within the City for the proposed use and no division of such lands shall be permitted until development approval is obtained pursuant to this policy.

Policy 8-7

The City will designate existing greenhouse developments, those open field irrigated operations which are most likely to remain viable for the long term, and areas within the same ownerships as Horticulture Business, in order to protect, maintain, and accommodate the needs of floriculture as a significant part of the City's economy.

Policy 8-8

The City will aggressively support expansion of water supplies necessary and suitable for horticulture with reservation of required amounts to meet expected needs. (See Public Works, Section 10, p. 171).



Policy 8-9

All new greenhouse projects, both additions and new projects, shall be subject to design review and approval.

Policy 8-10

No greenhouse, hothouse, or accessory structure shall be located closer than 50 feet from the boundary line of a lot zoned residential.

Policy 8-11

Landscaping and screening shall be installed within six months of completion of new greenhouses and/or accessory buildings. Such landscaping shall reasonably block the view of the greenhouse structures and parking areas within five years of project completion, provided that screening of greenhouse shall not be necessary if set back at least 100 feet where abutting a public street and the setback area is in agricultural use.

Policy 8-12

The Urban/Rural Boundary shall be the City Limit boundary of the City of Half Moon Bay.

Policy 8-13

The City will support the Coastal Conservancy and other public or private agencies in their efforts to implement agricultural enhancement programs. These programs may include but are not limited to:

Coastal Conservancy purchase of development rights or fee interest in agricultural lands from willing sellers.

Transfer of development credits among willing property owners.

Direct support and improvement of agricultural operations by partial site development where this is permitted by the LUP.

Deferral of in-lieu fees (i.e. parks and recreation) on those lands remaining in agricultural use where partial site development occurs.



## 9. DEVELOPMENT

### 9.1.1 Factual and Legal Background

In Chapter II, Parts 2 through 8 and 10, this Plan separately examines and analyzes the specific resource protection policies of Chapter 3 of the Coastal Act (i.e. coastal access and recreation, environmentally sensitive habitat areas and water resources, hazards, archaeological and paleontological resources, visual resources, agriculture, and public works), the existing unmet and projected development needs of the City and the midcoast region which it serves, opportunities for and constraints upon development, and the Coastal Act, Government Code, and other statutory requirements applicable thereto.

This Development Section is more than another part of the Plan appropriate for separate examination and analysis. To a substantial degree, it represents the sum of the other individual parts. This Development Section constitutes the product of the City's efforts to weigh all of the foregoing factors with respect to each of the other parts in order to adopt a Land Use Plan which strikes an appropriate balance between the social and economic needs of the City and the mid-coast region which it serves and the specific resource protection policies of the Coastal Act. Recognizing the potential not only for conflicts between social and economic needs and resource protection policies, but also the potential for conflicts between specific resource protection policies within the Coastal Act itself, the Legislature included a number of findings and declarations in the the Coastal Act to guide local governments in the weighing and balancing process. The following sections of the Coastal Act are particularly relevant:

30001 The Legislature hereby finds and declares:

- (d) That existing developed uses, and future developments that are carefully planned and developed consistent with the policies of this division, are essential to the economic and social well-being of the people of this State and especially working persons employed within the Coastal Zone.

30001.5 The Legislature further finds and declares that the basic goals of the State for the Coastal Zone are to:

- (b) Assure orderly, balanced utilization and conservation of Coastal Zone resources, taking into account the social and economic needs of the people of the State.

30007 Nothing in this division shall exempt local governments from meeting the requirements of State and Federal law with respect to providing low - and moderate - income housing, replacement housing, relocation benefits, or any other obligation related to housing imposed by existing law or any law hereafter enacted.





30007.5 The Legislature further finds and recognizes that conflicts may occur between one or more policies of the division. The Legislature therefore declares that in carrying out the provisions of this division, such conflicts be resolved in a manner which on balance is the most protective of significant coastal resources. In this context, the Legislature declares that broader policies which, for example, serve to concentrate development in close proximity to urban and employment centers may be more protective, overall, than specific wildlife habitat and other similar policies.

In weighing and balancing the various factors relevant to this Plan, the City has been cognizant not only of its obligations under and the policies of the Coastal Act, but also of its obligations under and the requirements of the Government Code. As noted in Chapter II, Part 1, the entire City of Half Moon Bay is located within the Coastal Zone. Accordingly, this Plan will constitute an element of the City's General Plan. The Government Code requires the City to adopt ". . . a comprehensive, long-term General Plan for the physical development of the . . . City." The component elements of the General Plan, including the Coastal Land Use Element, must "comprise an integrated, internally consistent and compatible statement of policies" to assure the orderly growth and development of the City. The social and economic needs which the City's General Plan must address extend beyond its borders. The City of Half Moon Bay is the only urban center on the coast between Pacifica and Santa Cruz. It is the only urban center for the approximately 90,000 acres of land within the mid-coast region. The County of San Mateo has adopted, and the Coastal Commission has certified, an LCP for the unincorporated area of the San Mateo County mid-coast region that designates the unincorporated area for rural, agricultural, and visitor-serving recreational development. Accordingly, the City of Half Moon Bay is the only, and the appropriate, urban center to meet the residential, commercial, cultural, and other social and economic needs, not only of its residents, but also of the entire mid-coast population and visitors from throughout the State.

The City must also comply with the following government code provisions:

65302.8 "If a county or city, including a charter city, adopts or amends a mandatory general plan element which operates to limit the number of housing units

which may be constructed on an annual basis, such adoption or amendment shall contain findings which justify reducing the housing opportunities of the region. The findings shall include all of the following:

- (a) A description of the city's or county's appropriate share of the regional need for housing.
- (b) A description of the specific housing programs and activities to be undertaken by the local jurisdiction to fulfill the requirements of subdivision (c) of Section 65302.
- (c) A description of how the public health, safety, and welfare would be promoted by such adoption or amendment.
- (d) The fiscal and environmental resources available to the local jurisdiction.



65863.6 "In carrying out the provisions of this chapter, each county and city shall consider the effect of ordinances adopted pursuant to this chapter on the housing needs of the region in which the local jurisdiction is situated and balance these needs against the public service needs of its residents and available physical and environmental resources. Any ordinance adopted pursuant to this chapter which, by its terms, limits the number of housing units which may be constructed on an annual basis, shall contain findings as to the public health, safety, and welfare of the city or county to be promoted by the adoption of the ordinance which justify reducing the housing opportunities of the region."

66412.2 "In carrying out the provisions of this division, each local agency shall consider the effect of ordinances and actions adopted pursuant to this provision on the housing needs of the region in which the local jurisdiction is situated and balance these needs against the public service needs of its residents and available fiscal and environmental resources."

The Legislature of the State of California has found and declared that "the availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order," that "(T)he early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels," and that "Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all segments of the community." (Government Code Section 65580).

The statewide housing shortage of concern to the Legislature exists both within the City of Half Moon Bay and in the unincorporated area of the San Mateo County coastside which it serves. Attainment of an adequate supply of housing to meet existing unmet and projected needs on the mid-coast of San Mateo County requires the cooperative participation of the City and the private sector in an effort to expand housing opportunities consistent with Coastal Act policies.

Section 30250(a) of the Coastal Act requires the City to attempt to meet the housing and other economic and social needs, not only of its residents, but also of the mid-coast regional population: "New residential, commercial, or industrial development . . . shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it." In particular, residential development within the City will meet not only the social and economic needs of its citizens, but will also provide homes for those who will work in expanded agricultural and visitor-serving occupations in the unincorporated areas of the mid-coast region and in commercial, recreational, and agricultural support occupations within the City. Failure of the City to meet these needs would displace development from the City to the unincorporated areas in contravention of Section 30250(a) and the other resource protection policies of the Coastal Act.





### 9.1.2 Coastal Act Policies

There are several sections of the Coastal Act that address development directly. Only those policies that are not addressed in other parts of this Plan are included here. While the following specific Coastal Act policies directly address new development, they must be read in the context of the factual and legal background described in Section 9.1.1, above:

- 30250 (a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it, or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas, shall be permitted only where 50% of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.
- (b) Where feasible, new hazardous industrial development shall be located away from existing developed areas.
- (c) Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors.
- 30252 The location and amount of new development should maintain and enhance public access to the coast by: (1) facilitating the provision or extension of transit service; (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads; (3) providing non-automobile circulation within the development; (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation; (5) assuring the potential for public transit for high-intensity uses such as high-rise office buildings; and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of on-site recreational facilities to serve the new development.

### 9.2 Planning Issues

The policies of the Coastal Act which address development directly require that new development be located within, contiguous with, or in close proximity to, existing developed areas. The Act also requires that development adjacent to environmentally sensitive habitat areas shall be sited and designed to prevent impacts which would significantly degrade such areas; that development be sited



so as to minimize risks to life and property in areas of high geologic, flood, and fire hazards; and that coastal visual resources be protected by careful placement and design of new development. The Act also requires that new or expanded public works facilities (water, sewer, and roads) be designed and limited to accommodate needs generated by permitted development. Each of these development-related issues is treated in other sections of this Plan.

### Concentrating New Development

New development should be located within, contiguous with, or in close proximity to existing developed areas in order (1) to avoid urban sprawl which is costly in terms of public services and in terms of consumption of rural resources (including open space, agricultural production, and rural recreational opportunities); (2) to provide for orderly development and expansion within urban areas in order to avoid premature commitment of rural land to development in excess of foreseeable needs (e.g. demand over 10 to 20 years); and (3) to preserve the maximum amount of land in rural areas which is suitable for agricultural use.

Half Moon Bay, as a result of prior development patterns and very early subdivisions, is an urban area. It is, in fact, the only urban center for its sub-region, the San Mateo County coastside. Therefore, Coastal Act policies would favor concentration of new development within the City as an urban area in lieu of development in substantially more rural areas to the north, east, or south. On the other hand, Half Moon Bay also has some characteristics of a semi-rural community. Substantial open land exists interspersed with urban development, some of it in marginal agricultural use.<sup>1</sup>

In this context, it is necessary to interpret Coastal Act policies with respect to overall goals for concentration of development in a statewide and regional context, while giving proper consideration to protection of specific resources, such as preservation of lands, if any, suitable for agricultural use, and protection of sensitive habitats. Guidance in interpreting Coastal Act policies as they apply to Half Moon Bay's existing development pattern can be found in the certified San Mateo County LCP, the California Coastal Commission's "Statewide Interpretive Guidelines" on siting new development (10/31/78), and the Central Coastal Commission's previous "Intensity of Development Policy #22 (1975)."

The County certified LCP defines as "urban" an area which includes 1 residential unit for each 5 acres. Without taking into account the land area within the City covered by existing commercial and industrial development, the State beaches and existing recreational and visitor-serving development, shopping centers, churches, professional offices, libraries, schools and other public development, roads and other non-residential land uses and urban services within the City, there is at the present time 1 residential unit for each 1.5 acres of land within the City. If you add to

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1. While the existing greenhouse operations remain economically viable, they are not soils-dependent. In this and other respects, they are more akin to industrial operations than to open field food and flower operations.

1. The first part of the document is a list of the names of the persons who have been appointed to the various positions of the Board of Directors of the Corporation.



existing units just infill of existing neighborhoods permitted under the LUP and the permitted development under the recently approved Coastal Conservancy Wavecrest Restoration Plan (see Part 9.3.7, below), the ratio becomes 1 residential unit for each 0.68 acres. If you delete from gross acreage the existing non-residential development, there is substantially less than one-half acre for each residential unit.

The statewide guidelines indicate that the basic purpose of Coastal Act Section 30250(a) " . . . is to concentrate new development by promoting infill of existing urban centers . . . and providing for orderly, planned expansion of developed areas where needed and where expansion will be consistent with Coastal Act policies." It is further provided in the Statewide Interpretative Guidelines, p. 10, that:

"Areas that should be considered developed areas are the major urban centers of the coast and the lands within rural or suburban communities that constitute distinct, identifiable, and generally compact towns or villages. Such areas may be recognized by their relatively high density, their generally urbanized character, and the adequacy of public and commercial services to support the community. Isolated suburban subdivisions and rural residential clusters which lack necessary services should not be considered developed areas for the purposes of this section because it is just such sprawl and scattered development that the policy seeks to avoid."

This general definition of developed areas clearly includes the City of Half Moon Bay, viewed in comparison to other parts of the San Mateo coastside and with other urban and rural areas of the California Coastal Zone. Half Moon Bay is recognized as the urban center of its sub-region, the mid-coastside. It has a relatively high population density. The public, commercial, and other urban services and land uses in the City of Half Moon Bay support residents in the entire mid-coastside region, including residents in the unincorporated communities of Montara, Moss Beach, Miramar, and El Granada.

Coastal Act policies and related guidelines on concentration of new development favor infilling of existing highly developed and partially developed areas and other areas committed to urban development, having existing or potential local service capacities to support it (e.g. sewer and water lines and streets), and the orderly expansion out from the periphery of such developed areas, unless development in more distant areas would produce less conflict with more specific provisions of the Coastal Act than contiguous development (e.g. intrusion on sensitive habitats).

Thus, to the extent that needs for new development are present in the San Mateo County coastside, infill development and orderly expansion within the City of Half Moon Bay would clearly have priority over urban development in less urbanized areas, subject to the constraints of specific resource-conserving Coastal Act policies.





## Regional Development Allocations

An indication of projections for new development in the Bay Area come from zonal projections by the Association of Bay Area Governments (ABAG) for future population, employment, and related household growth. For Half Moon Bay and environs, these projections allocated approximately 3,700 new housing units by 1990 and an additional 2,000 units between 1990 and 2000.<sup>1</sup> Consistent with these projections, in 1982 ABAG also distributed a Housing Needs Report in compliance with AB 2853 which required at least 801 additional available housing units by 1985 in Half Moon Bay alone in order to meet this City's share of housing in the Bay Area for all income levels.

The Land Use Plan seeks to provide for such projected development, to the extent consistent with specific Coastal Act resource protection policies, City objectives, and the timely availability of services to support such development. The actual ability of the City to accommodate new development during the second 10 years of the forecast period may be limited by the availability of increased water supplies to the mid-coastside, expansion of the sewer system and improvements to transportation systems serving Half Moon Bay. It is not certain, given various constraints, that forecasted projections will be met during the next 20 years. This may be reflected in the new ABAG "Projections 83" update which is expected to be published in the Spring of 1983.

## Types of Undeveloped Land and Capacity for Development

All undeveloped lands in Half Moon Bay potentially suitable for new residential development have been classified into six groups in accordance with their relationship to existing development, prior commitment to urbanization, and Coastal Act policies affecting the location, nature, and extent of new development. These are shown on Table 9.1 (pp. 119, 120, and 121) and Figure 9.1 (p. 122), with an estimate of potential residential development under existing zoning or General Plan designations where currently zoned for agriculture and shown for residential in the General Plan.

### 1. Existing Neighborhoods

Category 1 includes all existing neighborhoods and substantially developed subdivisions. Thirteen distinct and well-established areas are identified which contain almost all existing housing in Half Moon Bay. Under existing zoning, the theoretical build-out potential is for 2,223 housing units. Infill development within these neighborhoods and subdivisions is consistent with policies favoring concentration of new development and can occur in a manner consistent with other Coastal Act policies with two exceptions. The two exceptions involve the Miramar PUD property in Miramar and land west of Railroad Avenue in the Arleta Park-Miramontes

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1. Association of Bay Area Governments, Projections 79, "Technical Memorandum 1, 440 Zone Data," May 2, 1979 (Zone 329 is the City of Half Moon Bay and environs).



Terrace area south of Kelly.<sup>1</sup> In both of these cases, continued development in accordance with current platting would conflict with priority for coastal recreation, maintenance of adequate buffers between the regional recreation area and residential development, reduction of visitor and local traffic conflicts, and avoidance of natural hazards and blufftop erosion. Therefore, the Plan establishes a priority for the acquisition and addition of these areas to the Half Moon Bay State Beach and, in the event these lands are not so acquired, for limited residential and commercial recreational development. With the potential elimination of these areas from available land for residential development and application of the habitat and hazard policies in Chapters 3 and 4, the maximum build-out potential of existing neighborhoods ranges between 2,124 and 2,189 new units under the Plan. (Table 9.2, p. 131).

As a practical matter, infill build-out of existing neighborhoods will not be achieved for a number of years, if ever. The likelihood of rapid development in these areas is constrained by a variety of factors. These include difficulty and delays in providing basic infrastructure, including the need to establish assessment districts or other financial mechanisms to supply those services; individual ownerships necessitating small-scale construction and custom building; owner reservation of lots for possible but uncertain development in the distant future (e.g. for retirement); lack of responsiveness of many small lots to market demand; large number of substandard lots which must be consolidated to produce buildable sites; and the choice of many owners of contiguous small lots to use one or more of the lots for side yards and gardens. Probably none of these factors will foreclose the ultimate development of these areas, but they will greatly lengthen the time within which such build-out will occur.

Within these existing neighborhoods, existing zoning requirements represent a development potential for a maximum of 2,223 units, including 930 units in Ocean Colony and Canada Cove.<sup>2</sup> Except in these two latter areas where most of the land is as yet unsubdivided, full build-out cannot occur for a long period, given the need for consolidation of lots into buildable sites and for assessment districts to provide services.<sup>3</sup> Optimistically, the rate of development might average 5% per year of the maximum development potential in the older, subdivided areas in multiple ownerships, thus requiring at least 20 years for total build-out of

1. Elimination of development in Arleta Park on the north side of a westerly extension of Higgins Canyon Road is also proposed to permit provision of a coastal access route. See Subsection 9.3.7. (p. 150). This area could otherwise contain 40 units.
2. Ocean Colony may not be built out to its zoned potential, but existing zoning provides for about 861 additional units.
3. The 1.48-acre parcel at the entrance to the Frenchmans Creek No. 1 Subdivision on Ruisseau Francais Avenue was originally created to accommodate a small commercial center. It was subsequently re-zoned residential. Present zoning would permit development of 5 residential units. All required utilities are presently installed in the Ruisseau Francais right-of-way.

1950

1951

1952

1953

1954

1955

1956

1957

1958

1959

1960

1961



TABLE 9.1

## CATEGORIES OF UNDEVELOPED LANDS IN HALF MOON BAY

	Existing Units	Maximum Potential New Units Under Existing Zoning	Maximum Potential New Units Under Land Use Plan To Year 2000
<u>CATEGORY 1:</u>			
Existing Neighborhoods			
1. Miramar	117	75	75 <sup>(5)</sup>
2. City of Naples	51	68	71 <sup>(5)</sup>
3. Grandview Terrace	84	31	66
4. Newport Terrace	52	20	25
5. Casa del Mar	241	45	40
6. Ocean Shore Terrace	95	32	76
7. Pilarcitos Park	275	235	213
8. Community Core/Spanish- town (Arleta Park East)	318	300	272
9. Arleta Park (& Miramontes Terrace South of Kelly)	597	482	349-414
10. Ocean Colony	189	861	861
11. Canada Cove Mobile Home Park	238	69	71
12. Frenchmans Creek	177	5	5 <sup>(5)</sup>
13. Sea Haven	166	0	0
Category 1 Subtotal:	2,650	2,223 <sup>(1)</sup>	2,124-2,189
<u>CATEGORY 2:</u>			
Undeveloped "Paper" Subdivisions			
1. Surf Beach	2	91	100 <sup>(5)</sup>
2. Venice Beach	6	85	60
3. Miramontes Terrace (North of Kelly)	6	66	0-15
4. Highland Park	0	66	95
5. Wavecrest	0	*	*
6. Redondo View	0	*	*
7. Redondo	0	*	*
8. Bernardo Station	19	121	70
9. Ola Vista	1	*	*
10. Manhattan	1	*	*
11. Lipton-by-the-Sea	0	*	*
Category 2 Subtotal:	35	414	259-340



TABLE 9.1 (Cont'd)

	Existing Units	Maximum Potential New Units Under Existing Zoning	Maximum Potential New Units Under Land Use Plan To Year 2000
<u>CATEGORY 3: Unsubdivided Lands, Either Contiguous with Existing Development or Generally Surrounded by Development, Without Significant Resource Value</u>			
1. Lands between Casa del Mar and Venice Beach	0	65	15
2. Lands between Grandview Terrace and Newport Terrace	0	175	150
3. Land zoned R-3 near high school	1	80	20
4. Guerrero Avenue site between Miramar and City of Naples (including lots on Alameda)	0	46	46(5)
5. Land east of Frenchmans Creek Subdivision	0	14	50(5)
6. Dykstra Ranch	0	227	228
7. Carter Hill	2	47	50
8. Land north of greenhouses with driving range (lower Hester-Miguel)	0	100-300	85(5)
Category 3 Subtotal:	3	754-954	644
<u>CATEGORY 4: Unsubdivided and Other Lands Not Contiguous With Existing Development Without Significant Resource or Recreational Value (Wavecrest Restoration Project)</u>			
1. Unsubdivided other lands between Seymour and south City Limits	2	1,597-1,697	1,000
	2	1,597-1,697	1,000
<u>CATEGORY 5: Unsubdivided Lands Contiguous With Existing Development and Having Agricultural, Coastal Recreation, or Habitat Value</u>			
1. Land between Frenchmans Creek and Young Avenue	0	100-120	50(5)
2. Land between Frenchmans Creek and Venice Beach	5	40-50	60
3. Land between Casa del Mar and Pilarcitos Creek	5	310-390	125
4. Land between Kelly and Pilarcitos Creek	15	600-900	160
5. Andreotti Property on Main Street	1	225-270	130
6. Podesta property west of high school	0	360(3)	110
7. Strip along Main Street and Hwy 1 south of Colonel Way	0	200(3)	65
8. Lands surrounding Sea Haven	4	360(3)	650
Category 5 Subtotal:	30	2,195-2,650	1,350



TABLE 9.1 (Cont'd)

	Existing Units	Maximum Potential New Units Under Existing Zoning	Maximum Potential New Units Under Land Use Plan To Year 2000
<u>CATEGORY 6:</u> Unsubdivided Lands Not Contiguous With Existing Development and Having Agricultural, Coastal Recreation, Habitat, and Scenic Value			
1. Hester-Miguel lands	0	600-700	50 <sup>(5)</sup>
2. Cabral Property	0	85	* <sup>(2)</sup>
3. Southeastern annexation across from Canada Cove	0	0	0
4. Land east of Arroyo Leon	6	100 <sup>(3)</sup>	50
Category 6 Subtotal:	6	785-885	50
TOTAL, ALL CATEGORIES:	2,726 <sup>(4)</sup>	7,963-8,823	5,427-5,573

1. Count assumes that consolidations occur so as to maximize buildable sites. Actual total could be 200-400 units lower.
2. Collectively accumulated in Category 4.
3. Units permitted under former General Plan where existing zoning is agricultural.
4. 1980 Federal Census.
5. Denotes units in El Granada Sewer District. (Total 532 units.)





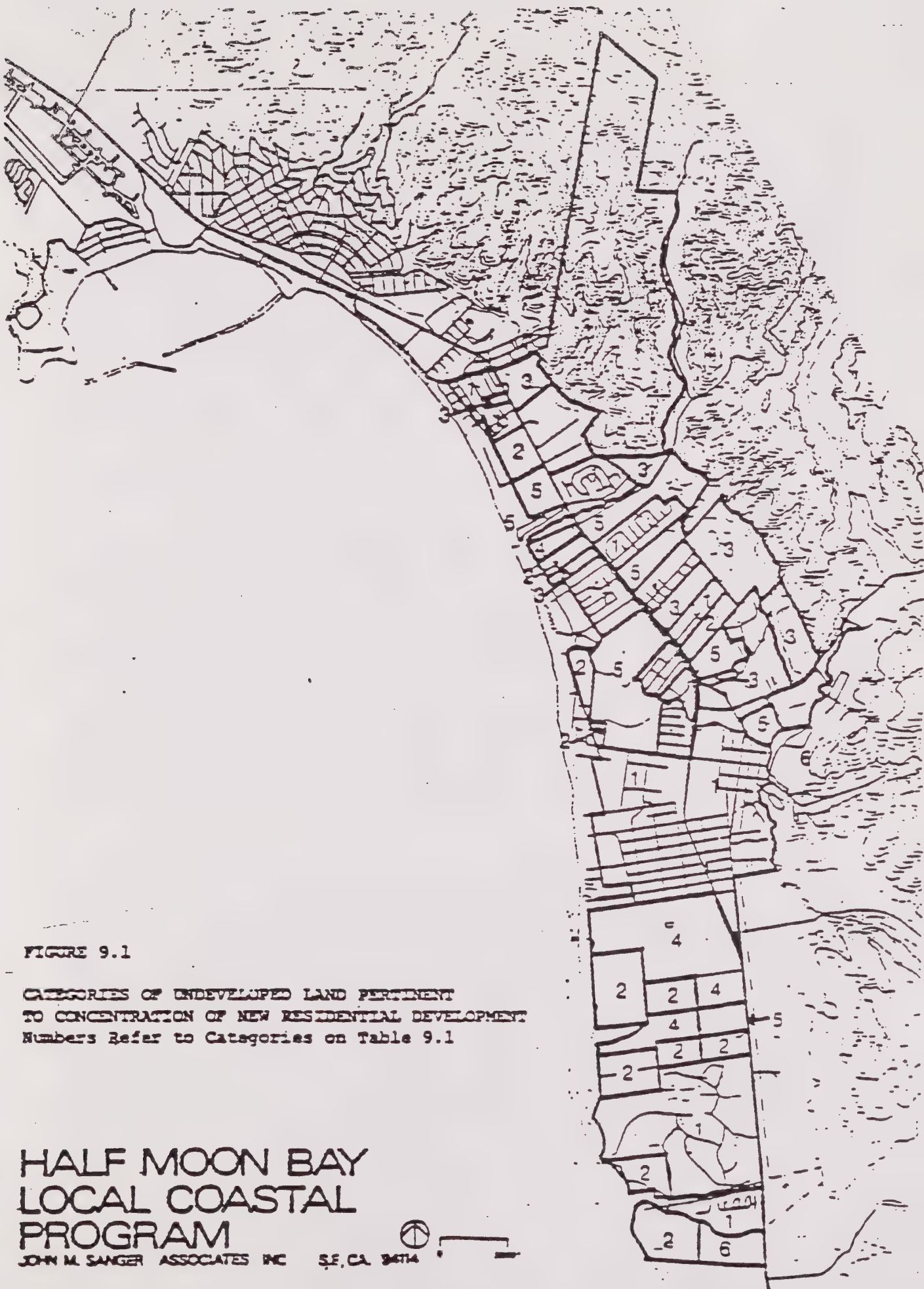


FIGURE 9.1

CATEGORIES OF UNDEVELOPED LAND PERTINENT  
TO CONCENTRATION OF NEW RESIDENTIAL DEVELOPMENT  
Numbers Refer to Categories on Table 9.1

# HALF MOON BAY LOCAL COASTAL PROGRAM

JOHN M. SANGER ASSOCIATES INC

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development potential. However, the rate of development will begin more slowly and increase over time as available services increase and property transactions result in more available building sites. Thus, it is estimated that the rate of production would at best be 2% per year for the first 5 years (or an aggregate of 130 units, excluding Ocean Colony and Canada Cove), 4% per year for the next 5 years (or an aggregate of 260 units), and then 6% and 8% per year for the successive five-year periods (or an aggregate of 390 and 520 units, respectively). This would mean that 390 units out of a total potential for 1,200-1,300 units in these older subdivisions might be built in the first 10 years. If all of the potential units in Ocean Colony and Canada Cove were also built, the total for the ten-year period would be about 1,300 units, or 58% of the maximum build-out in these areas. This would represent only 36% of the 3,700 units in the ABAG 1990 forecast. Even this rate of development will be difficult to achieve given the constraints facing attempts to develop in these areas.

## 2. Paper Subdivisions

Category 2 includes all of the "paper subdivisions" in Half Moon Bay where there has been little, if any, development. All of these subdivisions have existed for many years and represent a large proportion of the theoretical development capacity of the City, although their lack of streets, water, and sewer services and fragmented ownership have historically prevented development. There are eleven of these subdivisions with a theoretical development potential, as platted, of over 1,100 new housing units. However, development potential on lots meeting current zoning requirements is for less than 500 units and even this number could not feasibly be developed within the near future due to fragmentation of ownership and the need for assessment districts or other means to finance infrastructural improvements. More importantly, development of these areas in accordance with existing platting would conflict with a number of Coastal Act policies pertaining to scenic resources, coastal access, and recreational opportunities, habitat protection and hazard avoidance, and provision for local recreational opportunities.

However, these lands have previously been committed to urbanization by subdivision and cannot feasibly be placed in agricultural use or open space habitat. They are not required for coastal recreation, although some expansion of the regional recreation area may be appropriate in connection with new development. Four of the eleven subdivisions may contain Class I and II soils (Surf Beach, Venice Beach, Highland Park, and Miramontes Terrace). However, agricultural use is infeasible because of prior subdivision, the impossibility of assembling usable parcels for lease, severe conflicts with existing development and heavy recreational use, lack of groundwater, and, in the case of Highland Park, Surf Beach, and Venice Beach, poor drainage. The University of California Cooperative Extension indicates that all of these subdivisions are poorly situated and drained for cultivation. (For further discussion of the reasons why none of these subdivisions is suitable for agricultural use, see, e.g. Chapter II, Part 8 of this Plan and the sources cited therein).





The Surf Beach and Venice Beach tracts, in particular, suffer from conflicts with heavy coastal recreational use and conflicts with adjacent residential development and equestrian uses. In both cases, lack of good drainage has long made agricultural use difficult.

Development of the Miramontes Terrace tract, north of Kelly, as platted would produce direct conflicts with recreational use of the State Beach due to the lack of adequate buffers between homes and the area of intensive recreational use. Therefore, it is proposed that the area west of Balboa Avenue be added to the State Beach, thereby eliminating the possibility of 60+ homes immediately adjacent to the beach area.

The other old paper subdivisions are all located on non-prime soils. Trunk sewer services have been installed on a north-south axis through the area. The development of these areas represents no conflict with Coastal Act policies which could not be resolved in criteria guiding such development. However, substantial re-planning and controls are needed to ensure protection of coastal access and recreational opportunities, scenic resources and habitat area, and bluffs. Under existing zoning and platting, up to 800 units could be built in the subdivisions between Seymour and Redondo Beach Road, with an additional 900-1,000 on adjacent unsubdivided land.

In order to resolve conflicts between the future development potential of all these subdivisions and relevant Coastal Act policies, all but two of the undeveloped subdivisions are proposed to be designated Planned Development Districts for low density development. This designation will require re-planning and re-platting of the areas and substantial reductions in permitted densities to achieve reasonable patterns of development protective of coastal resources consistent with modern development standards.

The Miramontes Terrace tract north of Kelly is proposed for addition to the Half Moon Bay State Beach for expansion of recreational opportunities.

The Highland Park subdivision is proposed to be developed at medium density consistent with prevailing densities in the adjacent Newport Terrace subdivision, with such re-platting as is required to solve drainage problems and provide suitable homesites.

Under current zoning Category 2 lands not included within the Wavecrest Restoration Project Area have a development potential for 414 units. Under the Land Use Plan, the capacity would be reduced to about 259-340 units. (Table 9.1, pp. 119, 120, 121).



### 3. Contiguous Unsubdivided Lands Without Significant Resource Value

Category 3 lands include unsubdivided lands generally contiguous with or surrounded by existing development without significant agricultural, habitat, or coastal recreational value not otherwise susceptible to protection in new development. The first such area consists of three parcels aggregating 14 acres between the Casa del Mar subdivision and the undeveloped Venice Beach subdivision. This is an area of Class II soils but is too small to be a viable agricultural unit and suffers from the same problems of drainage and urban conflict as the Venice Beach tract. It is appropriately grouped with the Venice Beach tract for development as a unit to ensure protection of coastal access and recreational opportunities. Current zoning would permit 65 units, but a lower density is necessary, in conjunction with Venice Beach, to avoid traffic conflicts and to ensure adequate open space.

The second area consists of the land between Grandview Terrace and Newport Terrace subdivisions, west of Highway 1. This area, along with the adjacent subdivisions, has severe drainage problems, resulting in periodic ponding which makes agricultural use impossible on a sustained basis. It consists of two parcels aggregating 39 acres. Due to its location between the two subdivisions, it is designated for medium density development consistent with that in the two subdivisions. Maximum development potential is for about 175 units under existing zoning, and about 185 units under this Plan.

The third area consists of 6 acres currently zoned for multi-family units (up to 80) in auto salvage uses below the high school. Too small for agricultural use, previously committed to urban use, and adjacent to industrial uses, it is most suitable for light industrial/residential use and is so designated in the Land Use Plan. Its development would not create any conflicts with Coastal Act policies since it represents an infill parcel for commercial or industrial development.

The fourth site consists of one 6-acre parcel and several adjacent lots on Alameda Avenue between Miramar and City of Naples. This area is completely surrounded by existing development and represents an infill parcel. Poor drainage has long prevented agricultural use. However, its development must take into account habitat and scenic values associated with the view from Highway 1 to the ocean and the desirability of improved coastal access in this area. It is designated as a Planned Development District for medium density, consistent with prevailing densities in the neighborhood, to be developed so as to protect habitat and scenic values and coastal access opportunities.

The fifth site consists of approximately 25 acres east of the Frenchmans Creek subdivision, known as Frenchmans Creek No. 2 and planned as an extension of the development. At the time the map for the existing subdivision was filed, the State Division of Highways anticipated the relocation of Highway 1 to the rear of the subdivision. For this reason it was not included in the original subdivision; however, provision for access to Frenchmans Creek No. 2 was made on the final map for the existing subdivision. Frenchmans Creek No. 2 was identified in the former General Plan as an area for high density residential planned development of a





potential maximum of 65 units. The area is too small to be a long term agricultural unit and lacks a dependable permanent supply of irrigation water. As a consequence of the existing adjacent development, Frenchmans Creek No. 2 is suitable for extension of the existing subdivision to the base of the hills at an average density of one unit per acre, or approximately 25 units. Policies in Section 3 would govern such development.

The sixth site in this category is the Dykstra Ranch, currently zoned for a planned unit development of 227 units on 114 acres, located to the east of the Grandview Terrace and Newport Terrace subdivisions in the lower foothills. There are no significant conflicts with Coastal Act policies or resources presented by development of this area. Adequate mitigation of potential impacts on views, water shed protection and hillside protection can be incorporated into new development. In addition, this project will contribute to the solution of the drainage problem incurred west of the project by contributing to drainage improvements. It will also incorporate a new arterial road parallel to Highway 1 with a direct connection to Highway 92, fitting into the ultimate plan for diversion of resident traffic off Highway 1 to alleviate conflicts with visitor traffic. This site is proposed for low density development in the main, consistent with current zoning; however, medium density development is proposed to be permitted near the high school in order to provide a suitable site and opportunity for inclusion of low and moderate income housing.

The seventh site is the Carter Hill property located immediately south of the Dykstra Ranch and east of the high school. This site is currently zoned for a planned unit development of 47 homes on 47 acres. As zoned, the proposed development conflicts with policies on hillside protection and protection of scenic resources. In order to eliminate these conflicts with Plan policies, the site is proposed to be available for development of medium density housing on the lower slopes, with preservation of the steep slopes and upper hillside in permanent open space. The lower slopes are suitable for medium density, moderate cost housing in connection with the adjacent location of the high school, proposed light industrial development, and adjacent development on the Dykstra Ranch. In addition, this project will involve completion of the arterial connection to Highway 92 serving both industrial and residential development to the north and west, and offering an alternative route to Highway 1.

The last site in the category consists of the approximately 34 acres at Highway 1 and the northern City Limits adjacent to the Miramar subdivision east of Highway 1 in the City and the Montara subdivision in the unincorporated area. The Montara subdivision is proposed to be completed under the certified County LCP. Although the site contains some Class II soils, the area has been in commercial recreational use as a golf driving range, is isolated from other agricultural uses, lacks a dependable source of irrigation water, and would suffer from severe urban conflicts, especially after build-out of the Montara subdivision. The site is directly across Highway 1 from an existing commercial area.





The site is suitable for development of approximately 80 units as a planned development, which would be consistent with existing commercial development in the area and the proposed build-out of the adjacent Miramar and Montara subdivisions.

Under current zoning, Category 3 lands have potential for 754-954 new housing units. Under the Land Use Plan, development capacity would be reduced to about 644 units.

4. Unsubdivided and Other Lands Not Contiguous With Existing Development Without Significant Resource or Recreational Value. (Wavecrest Restoration Project)

This category of land is discussed fully in Section 9.3.7 (p. 150).

5. Unsubdivided Lands Contiguous With Existing Development and Having Agricultural, Coastal Recreation or Habitat Value

Category 5 lands include unsubdivided lands contiguous with existing development which have potential recreational and habitat values. Two of the areas, located on the coastal terrace on both sides of Frenchmans Creek are bounded by undeveloped subdivisions and are primarily in equestrian use. They abut the Sweetwood area of the State Park. Retention of the existing commercial recreational uses takes precedence over residential development, although expansion of such use is not desirable due to impacts on creek and dune habitat and on use of the coastal recreation area. Planned development districts within this category include the adjacent Surf Beach and Venice Beach tracts, in order to assure specific planning consistent with enhancement of coastal access and recreational use, protection of commercial recreational opportunities, and planning of new residential development to minimize conflicts between visitor-oriented uses and traffic and residential use. Existing development potential would be substantially reduced and existing recreational uses would be protected.

The next two areas consist of the lands currently in agricultural use on both sides of Pilarcitos Creek west of Highway 1. Continued urbanization of the City, their location at the very center of the City, and increasing conflicts with both nearby residential neighborhoods and visitors to the Half Moon Bay State Beach have severely compromised the viability of continued agricultural operations. While interim agricultural use may continue for some time, the possibility of permanent agricultural use is foreclosed by proximity to existing development and services, high land values, vandalism, and the disappearance of support services. North of Pilarcitos Creek, there are approximately 70 acres in 5 parcels south of the treatment plant road and one parcel adjacent to the Casa del Mar subdivision.

One parcel has been acquired for a church site and a portion of that parcel is designated for institutional use on the Land Use Plan Map.



The same is true south of the Creek, where a portion of these 70 acres has previously been divided into smaller parcels along Altona Avenue and east of Balboa Avenue. Another portion abuts a high density residential area. Pesticide applications and plowing are a constant annoyance to neighbors and have led to complaints and subsequent restrictions on farmers. Heavy recreational traffic along Kelly and use of the State Beach have also caused vandalism. Due to the central location of these parcels, they are proposed for development. To assure protection of habitat values in the Pilarcitos Creek corridor, scenic vistas from Highway 1 and Kelly and adequate access for recreational visitors, these are designated low density planned development districts to provide for clustering of units and preservation of significant open space areas. Maximum development of 285 units would be permitted under the Plan on both sides of the Creek.

A fifth site consists of the old Andreotti Farm off Main Street in downtown Half Moon Bay, immediately north of Pilarcitos Creek. This site is a logical area for commercial expansion, with potential industrial use to the east, in conjunction with the function of Main Street as the dominant commercial street in the City. Continued farming has been severely constrained by proximity to nearby residential development. Spraying is limited due to nearby residences. The best soils (Class I) are located in the alluvial flood plain and, as a result, farming has adversely affected and eliminated riparian habitat along the Creek. This site is proposed to be made available for commercial and light industrial use to afford room for expansion of commercial services and economic base, with protection and restoration of the stream corridor. Part of the site is currently zoned to permit high density residential use with a potential for 225-270 units. The area would be reserved only for commercial and industrial use, eliminating the potential for residential development.

The sixth site is the Podesta property, consisting of 30 acres bounded by the high school, the Highland Park subdivision, and the auto salvage storage area to the south. Although planted in flowers, this area has decreasing value for farming due to its isolation in the middle of existing urban development, its central location, and poor drainage similar to that occurring in the remainder of the area. Due to its central location adjacent to land planned for light industrial use, it is considered most suitable for light industrial use in the future. Topographical changes between this site and the high school site make it possible to plan industrial use so as not to conflict with the high school. This is one of the few sites in the City appropriate for future expansion of the local economic base to substitute for potential decline in floriculture.

The seventh site is along the east side of Main Street and extends from Ocean Villa Estates, a senior-citizens project on the north, to the south City Limits. The area is approximately 200 feet in depth and divided into two sections. Section A extends from the Ocean Villa Estates senior citizen project to Higgins Purissima Canyon Road and Section B extends from Higgins Purissima Road south to the City Limits.

Section A abuts recently improved streets designed and constructed to urban standards with full pavement, curbs, gutters, sidewalks and an aggressive street





beautification program of ornamental trees and ground cover. All urban services are presently adjacent to this section although the existing sanitary system is substandard and any infill development in this area of the City will require improvement of existing facilities. A SamTrans bus route passes in front of this section along Main Street. A multi-unit senior citizen project is immediately adjacent to the North, and a telephone company corporation yard is located in the southern one-half of this section. Across Main Street are single and multi-family dwellings, a Ford dealership, service facilities and storage area, and a triangle parcel between Main Street and Cabrillo Highway designated for Public Facility and Institutional uses. This section is within short walking distance of the City's historic Main Street downtown core, City Hall, and commercial and professional services.

The land in the County immediately adjacent to the east side of this section is vacant. County land further to the east is currently being farmed by a tenant of the owner of this section and the adjacent County lands. On the Land Use Plan Map, that portion of Section A between the multi-unit senior citizen housing project and the telephone company corporation yard is designated High Density Residential, and that portion of Section A between the telephone company corporation yard and Higgins Purissima Road is designated Open Space Reserve. The telephone company corporation yard is designated Public Institutional.

Section B abuts the Cabrillo Highway and is currently in agricultural production or non-conforming commercial use. Across Cabrillo Highway are vacant parcels, single family dwellings and a commercial flower facility. Section B is designated Open Space Reserve on the Land Use Plan Map.

The eighth area consists of lands consisting of Class II soils, planted in field flowers and zoned agricultural surrounding the Sea Haven subdivision to the north, east, and south, totaling about 130 acres in 10 parcels. Most of this land is under Williamson Act contracts and is expected to continue in flower production as long as economically feasible. Greenhouses are not considered appropriate due to the adjacent residential development and visual impacts. Whether these areas will remain viable areas for flower production in the future is uncertain. They are currently benefited by the overall size of the area in production and their location east of the Highway away from visitor traffic and recreational use. In order to maintain its contribution to the City's floricultural economy as long as possible and consistent with owner commitments, this land is proposed to be placed in an urban reserve status, maintaining its existing use until the expiration of Williamson Act contracts. The former General Plan provided for potential development of up to 360 units. This area could not be developed for at least 10 years under this Plan and is unlikely to be developed within the next 20 years. However, when development under this Plan is permitted, 650 units would be the maximum.

6. Unsubdivided Lands Not Contiguous With Existing Development and Having Agricultural, Coastal Recreation, Habitat, and Scenic Value

Category 6 lands include unsubdivided lands on the periphery of development in the City with potential scenic, agricultural, or habitat value.



The Hester-Miguel lands to the northeast consist of approximately 770 acres. Under existing zoning, development of approximately 600-700 units at 1 unit per acre based on geographic characteristics is permitted. Based on criteria previously approved in the County LCP there could be developed approximately 50 units. The landowner, however, proposes development of approximately 12 equestrian-related homesites of an average size in excess of 50 acres to be served by a rural road, decreasing the permitted development more than 50-fold. The only resource value of significance in connection with Hester-Miguel is preservation of hillside views from Highway 1. The City lacks the resources to purchase the development rights to the parcel but because of the very low density proposed by the landowner, the majority of the land will remain in its natural state. Accordingly, expenditure of limited public or private funds to preserve open space would be unjustified.

The Cabral property is included within the Wavecrest Restoration Project and is discussed in Section 9.3.7 (p. 150).

Lastly, land east of Arroyo Leon which is not planned for greenhouse use, is proposed to be designated Open Space Reserve. Residential development is not considered appropriate in this area until other, more suitable areas within the existing developed perimeter of the City have been developed. When developed, a maximum of 1 unit per acre would be permitted.

#### 7. Summary of Proposed Changes in Development Capacity and Probable Phasing of Build-Out

As indicated in Table 9.2 (p. 131), current zoning would provide for a theoretical build-out capacity in the City of 7,968-8,823 new housing units, or a total of 10,694-11,549 housing units, including those existing in 1980 based on 1980 census data. Based on an average household size of 2.67, the projected population of Half Moon Bay at ultimate build-out would be 28,553-30,836. Such an increase would impose heavy burdens on public services and local fiscal capacities.

Under the proposed Land Use Plan, if all of the land designated for potential residential development were developed to the maximum permitted densities, the City would have the potential for an additional 5,427-5,573 new housing units. Thus, total residential development, including the 2,726 units existing in 1980, provided for in the Land Use Plan would be 8,153-8,299. Based on an average household size of approximately 2.67, the projected population of the City at ultimate build-out of the proposed Land Use Plan would be 21,772-22,161, or a reduction of 6,781-8,675 in projected population under existing zoning (note Table 1.2).

Adjustments in residential development potential indicated by type of lands in Table 9.2 (p. 131) result from a combination of decreases in development capacity where coastal resources would otherwise be adversely affected or where land is allocated to priority coastal recreational uses, and from selective increases in developmental capacity. Overall, the capacity of existing neighborhoods to accommodate new growth is retained approximately at current levels, permitting infill development consistent with existing neighborhood character except where such development





TABLE 9.2

COMPARISON OF DEVELOPMENT POTENTIAL UNDER EXISTING ZONING  
AND UNDER THE LAND USE PLAN BY LAND GROUPS

	Maximum Potential New Housing Units Under Existing Zoning	Maximum Potential New Housing Units Under Proposed Land Use Plan to 2000
CATEGORY 1	2,223	2,124-2,189
CATEGORY 2	414	259-340
CATEGORY 3	754-954	644
CATEGORY 4	1,597-1,697	1,000
CATEGORY 5	2,195-2,650	<del>1,350</del>
CATEGORY 6	785-885	50
TOTAL	7,968-8,823	<del>5,427-5,573</del> <del>5,573-6,111</del>

would inhibit coastal recreational potential. Paper subdivisions and adjacent unsubdivided lands are proposed to be re-planned for development at densities lower than otherwise would occur under current platting and zoning in order to achieve other policies of this Plan. Areas on the perimeter of the City are proposed for reduction in development capacity in order to protect scenic, hillside, and watershed resources and provide an appropriate transition to rural lands in the County.

#### Phasing of Development

Table 9.3 (p. 132) provides an estimate of probable residential development potential over the time frame proposed in the Land Use Plan. As previously indicated, build-out is expected to occur at a fairly slow rate in existing subdivisions, neighborhoods, and paper subdivisions, due to the need for lot consolidation and installation of necessary infrastructure. More rapid development will be possible on unsubdivided parcels except where such development is to be planned in connection with existing paper subdivisions. The projected phasing of development shown in Table 9.3 assumes that a substantial portion of the development that will occur in the first 10 years of the Land Use Plan or Phase I will take place in Categories 3, 4, and 5 as listed in Table 9.1 (pp. 119, 120, 121).

Development of lands shown in the Land Use Plan as Urban Reserve and Open Space Reserve as well as the remaining scheduled development in Categories 1 through 6, as shown in Table 9.1, may occur in Phase II after 1992.





While the Phasing Plan set forth in Table 9.3 does not address the non-residential aspects of development, it does however provide for it to occur in direct relationship with the housing development which is scheduled during that time frame or phase.

The basic criteria for the Phasing Program set forth in Table 9.3 is the capacity and availability of public works facilities. Phase I includes 2,500 units of housing and non-residential development which can occur during the 1982-1992 time frame within the existing and planned capacities of the public works systems of Half Moon Bay. Phase II of the schedule includes the remaining 2,927-3,073 housing units and non-residential development which will occur upon expansion of public work facilities necessary to accommodate the increase in demand.

TABLE 9.3  
PHASING SCHEDULE TO YEAR 2000 FOR  
THE LAND USE PLAN PROPOSED HOUSING UNITS

	PHASE I 1982-1992	PHASE II 1992-2000
CATEGORY 1	762	1,362-1,427
CATEGORY 2	135	124-205
CATEGORY 3	298	346
CATEGORY 4	1,000	-0-
CATEGORY 5	305	<del>1,045</del> 772
CATEGORY 6	-0-	50
TOTAL	2,500*	<del>2,927-3,073*</del> 2,927-3,073

\*The allocation of units which has been spread among the various categories may vary due to unknown or unforeseen owner impetus or interests; however, the total number of units for PHASE I and PHASE II will not change without appropriate Land Use Plan amendments and/or hearings.

The Plan and Phasing Program also provides for development for commercial and industrial purposes related to the expected population growth of the City in order to reduce the dependence of the population on travel to bayside communities for work or for commercial services and in order to provide for commercial services to visitors. The Plan designates about 80 acres of land for light industrial (and



heavy commercial) use, an increase of about 60 acres over existing land in such use. This will allow for expansion of local employment and business services somewhat greater than the potential increase in population. Provision for general commercial development is made within the downtown area and near the intersection of Highway 1 and Highway 92 where the commitment has already been made to such use and where new development will both reinforce the vitality of downtown and provide service to visitors. Additional commercial recreational development and visitor-serving facilities are provided for near the shoreline to support visitor use of the beach.

Monitoring of growth in the City and review of the Land Use Plan over the first ten years after its adoption may result in a determination that projected densities should be modified to reflect growth that has occurred and existing conditions. At such time, if deemed appropriate, an amendment to the Plan could be proposed to adjust the Plan to meet the City's share of regional housing need.

#### Assuring Consistency of New Development With Access and Recreational Policies

The Coastal Act requires that new development maintain and enhance public access to the coast by providing for local traffic circulation and parking and local recreational facilities to avoid overloading coastal recreation. In fact, as indicated in the Study Paper on Recreation, there is no possibility of exceeding the actual capacity of the beaches in Half Moon Bay for recreation. However, residents require different kinds of recreational opportunities. Coastal Access and Recreation Policies contained in Section 2 of the Plan are intended to assure adequate provision for public access in the near-shoreline area and between Highway 1 and the shoreline by means of designated accessways. It is also intended that the Plan adopt the City's existing policy of requiring dedication of land or contribution of fees to assure the City's ability to carry out plans for local park and recreation improvements. This policy should ensure the City's continuing ability to meet the needs of its residents for park and recreation facilities without overloading coastal recreation areas. Policies in Section 10, Public Works (p. 171), are also relevant, in assuring that local traffic circulation is improved sufficiently to accommodate new development without constraining reasonable visitor access to the coast.

In order to assure that new development is located, scaled, and designed to enhance access to and protection of coastal recreation areas, the Plan proposes to designate certain areas of previous subdivision and large undeveloped parcels as Planned Development Districts. The purpose of these Planned Development Districts is to provide for new development which assures improved access to the shoreline from Highway 1, minimizes conflicts between resident and visitor traffic, enhances potential uses of transit for both local and visitor travel, assures provision of necessary and desirable public, recreational, and commercial services to serve such new developments, and reduces the traffic on Highway 1 generated by such developments during periods of peak recreational demand. These Districts will also make possible provision of desirable commercial recreation and visitor-serving facilities and protection for sensitive habitat areas, objectives which could not otherwise be achieved without this technique. A primary purpose of the Districts is to eliminate the adverse effects on coastal resources and access which would otherwise occur from development in accordance with existing platted subdivisions or conventional platting.





General and area-specific requirements for these Districts are contained in the Policies on Planned Development, including those for the following areas proposed to be designated for such development: Surf Beach, Venice Beach, Miramontes Terrace northwest of Balboa, Arleta Park west of Railroad Avenue, Wavecrest area, Manhattan Beach, Guerrero Avenue site, Dykstra Ranch, Carter Hill, Miramar Beach, Pilarcitos Creek north, and Pilarcitos Creek south.

Three of these areas are actually proposed for addition to the Half Moon Bay State Beach in order to expand the size and width of the recreation area at locations of significant existing and potential recreational use and in order to assure adequate buffers between recreational and residential uses. These are the Miramontes Terrace, Arleta Park, and Miramar Beach Planned Development Districts. However, given the uncertainty regarding the willingness and ability of the State Department of Parks and Recreation to acquire these areas, they are placed in Planned Development Districts in the event that they are not added to the State Beach, and in order to assure consistency between any new development and full use of the regional recreation area. Expansion of the Regional Recreation area is also proposed in conjunction with new development in the Wavecrest Restoration Project Area. Significant improvements to coastal access, as provided in Section 2 of this Plan, are also provided for in conjunction with new development in the Planned Development Districts.

#### Assuring Consistency of New Development With Policies on Habitat, Hazards, and Visual Resources

The designation of Planned Development Districts and specific policies applicable to such districts are also intended to ensure consistency between new development and the policies of this Plan regarding protection of habitat areas and visual resources and avoidance of natural hazards. The Districts are intended to permit maximum site planning and design flexibility within established density limits in order to accomplish requirements with respect to other provisions of this Plan. Density limits are established for the entire District in order to prevent overloading of local streets, highway congestion, and elimination of open space. Site densities will vary in accordance with specific plans. The intent is to cluster units in order to protect scenic resources, provide adequate local recreational and open space, provide for habitat protection and restoration, and, in some cases, to permit continuation of maintenance of the City's cultural heritage.

#### Land Divisions

The Coastal Act, Section 30250(a), requires limitations on land divisions outside existing developed areas to those situations in which 50% of the usable parcels have been developed and the parcels created by division would be no smaller than the average size of surrounding parcels. This policy is intended to prevent land divisions which result in de facto commitments to low-density urbanization and loss of viable agricultural units in rural areas, and is complementary to the policy mandating concentration of development in or in close proximity to urban areas.

The presumption in the Coastal Act, as indicated in the Statewide Interpretive Guidelines, is that development of individual lots zoned for single-family residences



and development of one residence on each parcel of whatever size, will normally be permitted unless total potential development would be inconsistent with Coastal Act policies. Thus, a primary function of the control of land divisions is also to control the total development potential in an area. This focus of application is clarified by the statewide Interpretive Guidelines on "Siting New Development B. Land Division in Rural Areas" where it is stated that the intent "... is to assure that they (land divisions in rural areas) will not undermine the basic goal of concentrating development." Its primary application is to rural areas experiencing past patterns of and continuing pressures for large-lot second-home and estate-type development. It is complementary to policies encouraging preservation of prime agricultural lands and non-prime agricultural lands on the coast suitable for large ranches.

This Plan incorporates the previously indicated fact that the City of Half Moon Bay is an urban area within the meaning of the Coastal Act and therefore not subject to the policy on land divisions. This is demonstrated by the fact that the City meets the criterion of the Coastal Act for additional land division: that over 50% of the usable residential parcels are developed. In the City as a whole, about 62% of all usable residential parcels are currently developed, as indicated on Table 9.4. That such a high percentage is developed, despite the large number of "paper" lots, provides a strong indication of the degree to which the City has already been developed.

In addition, almost all parcels in the City are within 1/4 mile of existing neighborhoods, the guideline used in the Statewide Interpretive Guidelines for determining the propriety and minimum resulting size of parcels proposed to be divided in rural areas. Exceptions include parcels at the City Limits, portions of the L. C. Smith Estate, and the Wavecrest and Redondo View subdivisions. In the case of the subdivisions, further land division is not at issue; the Plan proposes consolidation. In the case of the larger parcels, division and resulting development is justified in order to provide for concentration of new urban development within an already existing developed area, unless total development would otherwise conflict with Coastal Act Policies due to constraints on services or interference with coastal access. These issues are addressed by the reduction in build-out potential and other policies of this Plan.

TABLE 9.4

DEVELOPED AND UNDEVELOPED RESIDENTIAL PARCELS IN HALF MOON BAY

	Residential		Subtotal	Unusable Parcels	Total Parcels
	Usable Developed	Usable Undeveloped	Usable Parcels		
Total	2,726	1,687	4,413	294	4,707
Percent	61.7	38.3	100		

NOTE: Undeveloped usable residential parcels are based on minimum lot size for construction under existing zoning and therefore reflect the same degree of consolidation which has been required to make developed lots usable. This Table does not reflect the existing non-residential development in the City or the continued expansion of non-residential uses consistent with historical trends.





### 9.3 Policies

#### 9.3.1 General Policies

##### Policy 9-1

Land Use Plan designations shall apply in accordance with the policies of this Plan, unless the Plan is subsequently amended in accordance with the amendment procedures specified in Chapter IV.

##### Policy 9-2

The City shall monitor annually the rate of build-out in categories designated for development. If the rate of build-out exceeds the rate on which the estimates of development potential for Phase I and Phase II in the Plan are based, further permits for development or land divisions shall not be issued outside existing subdivisions until a revised estimate of development potential has been made. At that time the City shall establish a maximum number of development permits to be granted each year in accordance with expected rates of build-out and service capacities. No permit for development shall be issued unless a finding is made that such development can be served with water, sewer, schools, and road facilities, including such improvements as are provided with the development. (See Table 9.3, p. 132).

##### Policy 9-3

All new development permitted shall comply with all other policies of the Plan. (New development means any project for which a Coastal Permit is required under Section 30106, 30250, 30252, 30600, and 30608 of the Coastal Act which has not received such permit as of the date of certification of this Plan).

##### Policy 9-4

All new development, other than development on parcels designated Urban Reserve or Open Space Reserve on the Land Use Plan Map permitted while such designations are effective, shall have available water and sewer services and shall be accessed from a public street or shall have access over private streets to a public street. Prior to issuance of a development permit, the Planning Commission or City Council shall make the finding that adequate services and resources will be available to serve the proposed development and that such development is located within and consistent with the policies applicable to such an area designated for development. The applicant shall assume full responsibility for costs incurred in the service extensions or improvements that are required as a result of the proposed project, or such share as shall be provided if such project would participate in an improvement or assessment district. Lack of available services or resources shall be grounds for denial of the project or reduction in the density otherwise indicated in the Land Use Plan. (See Table 10.3, p. 189).





#### Policy 9-5

The base permitted residential density for any parcel located within an area designated Planned Development (PD) District shall be no more than 2 units per acre, except as provided with respect to such District under Subsections 9.3.3 through 9.3.16 (p. 140).

This "base density" policy may be revised upward as a result of compliance with other conditions which limit the area which may be developed. However, the total amount of development permitted by the LUP shall not exceed the amount programmed in the Phasing Section of this Plan (see Table 9.3 and related text, p. 132).

#### Policy 9-6

The City shall develop a fee schedule or other fiscal impact measures necessary to assure that new development permitted by the Land Use Plan within the Urban/Rural Boundary will generate sufficient revenues to cover costs to the City for providing public services (i.e. police, fire, school, roads, etc.).

#### Policy 9-7

The City shall reserve the right to reduce the density specified in the Land Use Plan for a particular parcel if it is determined that such reduction is warranted by conditions specifically applicable to the site, such as topography, geologic or flood hazards, habitat areas, or steep slopes, particularly where such constraints are indicated by the overlay designations on the Land Use Plan Maps.

### 9.3.2 Specific Planned Development Policies

The purpose of the Planned Development designation is to ensure well-planned development of large, undeveloped areas planned for residential use in accordance with concentration of development policies. It is the intent of this designation to allow for flexibility and innovative design of residential development, to preserve important resource values of particular sites, to ensure achievement of coastal access objectives, to eliminate poorly platted and unimproved subdivisions whose development would adversely affect coastal resources, and to encourage provision for low and moderate income housing needs when feasible. It is also the intent of the Planned Development designation to require clustering of structures to provide open space and recreation, both for residents and the public. In some cases, commercial development such as convenience stores or visitor-serving facilities may be incorporated into the design of a Planned Development in order to reduce local traffic on coastal access roads or to meet visitor needs.

All areas designated in the Land Use Plan for Planned Development shall be subject to the following policies:



#### Policy 9-8

The entire site shall be planned as a unit. Preparation of specific plans (Government Code Section 65450) may be required for one or more separate ownerships, individually or collectively, when parcels comprising a site designated PD are in separate ownerships.

#### Policy 9-9

Use of flexible design concepts, including clustering of units, mixture of dwelling types, etc., shall be required to accomplish all of the following goals:

- (a) Protection of the scenic qualities of the site;
- (b) Protection of coastal resources, i.e. habitat areas, archaeological sites, prime agricultural lands, etc., as required by the Coastal Act;
- (c) Avoidance of siting of structures in hazardous areas; and
- (d) Provision of public open space, recreation, and/or beach access.

#### Policy 9-10

Permitted uses shall include:

- (a) Any uses permitted and set forth in the zoning ordinance of the City of Half Moon Bay and consistent with the Local Coastal Plan.
- (b) Recreational facilities, including but not limited to tennis courts, golf courses, swimming pools, playgrounds, and parks for the private use of the prospective residents, or general public use.
- (c) Open space.

In developments of 200 residential units or greater, or on 100 acres or more (unless otherwise specifically permitted in area-specific policies), conditionally permitted uses include:

- (d) Commercial recreational facilities (private or public) other than permitted above that are compatible with the proposed residential units;
- (e) In especially scenic coastal areas, visitor-serving commercial facilities, i.e. a motel or restaurant; and
- (f) Convenience establishments of a commercial and service nature such as a neighborhood store, provided:





1. Such convenience establishments are an integral part of the general plan of development for the Planned Development and provide services related to the needs of the prospective residents;
2. Such convenience establishments and their parking areas will not collectively occupy more than 1 acre per 200 dwelling units;
3. Such convenience establishments will be located, designed, and operated primarily to serve trade and service needs of persons residing in the Planned Development and not persons residing elsewhere;
4. Such convenience establishments will not, by reason of their location, construction, manner or timing of operations, signs, lighting, parking arrangements, or other characteristics, have adverse effects on residential uses within or adjoining the development, or create traffic congestion or hazards to vehicular or pedestrian traffic; and
5. Such convenience establishments will not be highway-related or result in greater congestion on Highway 1.

#### Policy 9-11

The City shall specify the maximum density of development permitted for each parcel under the Planned Development designation at the time development approval is given for a particular parcel(s), unless already specified in the Land Use Plan. Determination of an appropriate density shall take into account all of the factors listed in Policy 9-12 and shall be compatible with the density and character of surrounding land uses.

#### Policy 9-12

The amount of public, private, and common open space in a Planned Development shall be specified in the Development Plan. The required amount of common and public open space shall be at least 20% of the gross area. The City shall determine the amount of public open space required for coastal access and recreation and protection of public views, if not specified elsewhere in this Plan.

Open space shall be defined as follows:

- (a) Public open space shall include but not be limited to public parks and parking lots, beaches, access corridors such as bike paths, hiking or equestrian trails, usable natural areas, and vista points which are accessible to members of the general public. Public open space shall not include areas which are unusable for recreational purposes, i.e. private or public streets, private parking lots, or hazardous areas, such as steep slopes and bluff faces. Environmentally sensitive habitat areas and archaeological sites may be included in public open space only if such areas are usable by the public for light recreation, i.e. walking;



- (b) Common open space shall include but not be limited to recreational areas and facilities for the use of prospective residents of the project, such as tennis courts, golf courses, swimming pools, playgrounds, community gardens, and other agricultural use, landscaped areas for common use, or other open areas of the site needed for the protection of the habitat, archaeological, scenic, or other resources. Common open space shall not include driveways, parking lots, private patios and yards, or other developed areas; and
- (c) Private open space shall include but not be limited to patios, decks, and yards for the private use of the residents of individual units, and shall include land permanently dedicated to agricultural use.

Additional conditions for parcels designated as PD-Planned Development are found in the following sections on specific areas.

#### Policy 9-13

The City will seek the assistance of the State Coastal Conservancy where required or useful in the consolidation of older, unimproved subdivisions, and in carrying out the purposes of the Planned Development Districts, and shall encourage the Conservancy to assist generally in consolidation and re-subdivision where build-out according to existing plans is not proposed.

#### Policy 9-14

In the case of any Planned Development District hereafter described where portions of the District are in separate ownership, approval may be given for development of a parcel or group of parcels in the same or different ownerships, provided that the City has approved a specific plan for the District as required by the provisions of this section.

#### 9.3.3 Surf Beach/Dunes Beach

The Surf Beach/Dunes Beach area is a partially undeveloped area totaling about 50 acres, bisected by Young Avenue and bounded by Half Moon Bay State Beach on the west and south, Highway 1 on the east, and the partially developed City of Naples subdivision on the north. The old unimproved Surf Beach subdivision is located north of Young Avenue, a primary access route to the State Beach. The area south of Young Avenue is currently used primarily for stabling and rental of horses and horseback riding. Occasional farming occurs, either informally or under short-term rental agreements. The tract north of Young Avenue is currently zoned for single-family development on 6,000 square-foot lots, with a theoretical development potential for 91 units. South of Young Avenue, the zoning is for single-family units on 7,500 square-foot lots. The theoretical development potential is for about 150 units. Dunes State Beach, accessed via Young Avenue, is heavily used and horseback riding is a high activity use originating from Friendly Acres Stables.





## Alternatives

From a coastal planning perspective, this area presents opportunities for Coastal Act priority land uses, as well as other local land use needs. However, its potential for some priority uses is severely constrained by the existing commercial recreational use which separates two large parcels south of Young Avenue. The land consists of prime soils; however, drainage is poor and there is no water available for intensive agricultural use. The investment required to obtain adequate drainage and water would make greenhouse production the only feasible agricultural use. The feasibility of restoring agricultural use is also severely constrained by conflicts with existing visitor access to the beach, frequent horseback riding across the open fields, adjacent development to the north, and previous subdivision of the land. The only nearby agricultural use consists of extensive indoor and outdoor floricultural operations across Highway 1. The only form of agriculture on the west side of the Highway would be greenhouses, possibly with some areas in outdoor flower production, due to lack of groundwater or potential for reclaimed water. Outdoor flower production would be very difficult adjacent to a primary access route due to vandalism and automobile pollution.

New agricultural use, especially for greenhouses, could conflict with existing public access, existing commercial recreation, and protection of the area's scenic values. Drainage requirements may conflict with dune protection. Greenhouse development, in particular, would conflict with visual values related to extensive open views of the ocean in this area.

Despite previous subdivision, 75% of the lots in the Surf Beach tract are owned by three owners (two of whom are related). This degree of consolidation offers the potential to mitigate impacts which would otherwise result from build-out of existing lots and to ensure that new development contributed to Coastal Act policies on access, recreation, and visual resources.

Other potential uses of the site that would be consistent with Coastal Act priorities would include visitor-serving facilities and commercial recreation. However, large-scale visitor-serving facilities are not needed, given provision for such facilities in other areas, and could result in added congestion on Young Avenue, which is intended to be a primary access to the beach. The existing horse stables and riding area should be retained, but significant expansion of the intensity of equestrian use in this area is not desirable due to the impacts of horseback riding on the dunes, bluffs, and nearby Frenchmans Creek. Whatever small expansion might be suitable could be accommodated south of the existing stables, with an adequate buffer between such use and the creek provided by existing State Beach ownership.

Continuation of the area in open space would require a commitment by the City or the State Department of Parks and Recreation to purchase and maintain the site. Such a commitment would be a low priority, even if funds were available, given the extent of public recreation area ownership already obtained in this area.





Residential development in accordance with existing zoning would result in severe constraints on access and conflicts between residential uses and visitor access, such as has developed in other areas. Lots in the old subdivision front on Young Avenue and their development would constrain use of the road for visitors, while producing adverse noise and other impacts for residents living on that route.

Such development would also result in complete loss of views of the ocean, additional street connections with Highway 1, reducing its traffic-carrying capacity, and excessive density. Developments south of Young Avenue, through a new subdivision, could avoid the impacts on Young Avenue but would result in elimination of the existing commercial recreation use, high density, and loss of views from the road to the ocean.

Planned residential development could enhance access to the beach by providing for expansion and improvement of the Young Avenue right-of-way, by assuring a permanent buffer from residential development, and traffic patterns which avoided local and visitor traffic conflicts, by reducing overall density and its traffic-generating consequences, and by assuring the retention of equestrian uses, with the possible reservation of a small additional area for expansion of commercial recreation, including horseback riding or beach-related recreational support (fishing and equestrian supplies and a goods store, etc.).

The area required for public recreation has already been obtained in the State Beach area; this area contains one of the widest areas of State Beach ownership in the City. No habitat protection issues are raised by development in this area, except for impacts of uncontrolled pedestrian and equestrian access to the dunes, which can be more easily controlled if new development assures an adequate buffer between residential and State Beach parking facility development to control points of dune access and provide for separated equestrian and pedestrian trails parallel to the dunes.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2 (p. 137), development of the Surf Beach/Dunes Beach area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation.<sup>1</sup> The specific plan shall be subject to environmental review under City CEQA guidelines.

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1. Specific Plans as referred to in Section 65450 et. seq. Government Code are the type and nature intended wherever a reference is made to Specific Plans within this report.



The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which are under separate ownership or for each group of parcels which is to be developed as a unit.

- (b) A maximum of 150 residential units may be developed on the site.
- (c) As a condition of approval, a right-of-way of at least 25 feet in width in addition to the existing Young Avenue right-of-way shall be dedicated to the State Department of Parks and Recreation. A pedestrian and bicycle trail shall be constructed along such right-of-way from Highway 1 to the State Beach property line, in accordance with standards to be established by the City and State.
- (d) As a condition of approval, structures shall be clustered, maintained low in height, or constructed at low elevations to the maximum extent feasible and specific view corridors shall be established (including the Young Avenue right-of-way) and protected by easements so as to maintain views of the ocean from Highway 1.
- (e) At least 20 acres of the site, preferably south of Young Avenue, shall be reserved for future commercial recreation or visitor-serving development, with potential access from Young Avenue or Highway 1 or both, but such development shall not occur until the City has determined that there is a need for such use.
- (f) At least the same amount of land now devoted to horse stabling, rentals, training, and riding shall be maintained in such use or for other recreational purpose.
- (g) Suitable landscaping, fencing, and other means shall be used to ensure that direct pedestrian access to the State Beach property is controlled and limited from the new residential development and that an adequate buffer is provided between the Young Avenue right-of-way and residential use.
- (h) Vehicular access from residential development to Young Avenue shall be limited to protect beach access and no more than one opening onto Highway 1 north and south of Young Avenue shall be permitted to provide access to residential development; a frontage road may be required along Highway 1 to assure that residential traffic does not congest Highway 1.





#### 9.3.4 Venice Beach Area

The Venice Beach area is a partially developed area totaling about 38 acres. It is bordered on the north by Frenchmens Creek and on the south by the Casa del Mar subdivision. Venice Avenue, an unimproved road to Venice Beach, bisects the area. An old, primarily unimproved subdivision known as Venice Beach encompasses 15 acres on both sides of Venice Avenue; 15 old substandard lots have been developed for 4 homes, with 94 vacant lots remaining. Under existing zoning, up to 85 units could be built through consolidation of substandard lots. North of the subdivisions, there are two parcels totaling almost 9 acres; most of this area is used for a horse ranch, providing stables, rentals, and trails to the equestrian trail in the State Beach. South of the subdivision there are three parcels totaling 14 acres which are not in any use; they may have been used in the past to raise hay or barley. However, the absence of water has prevented intensive cultivation despite the fact that soils are Class II. Drainage conditions, as in the Surf Beach area, are considered poor. In addition to the lack of water and drainage problems, bifurcation of the area by Venice Boulevard, a major access route to the beach, proximity to areas of high intensity recreational use, residential development, and frequent and extensive use of the area for horseback riding, have made open agricultural use generally undesirable. Current development potential is for about 185 units.

As in many other areas of the City, farmers historically favored the east side of Highway 1 because the lack of intensive recreational visitor use diminishes problems of vandalism and because of the greater availability of water which can be impounded below the hills. Agricultural use potential is about the same as for Surf Beach: greenhouses; the same conflicts would occur.

#### Alternatives

This area is very similar to the Surf Beach area, with respect to Coastal Act policies and priority land uses, being distinguished from it by its smaller size and its proximity to the almost fully developed Casa del Mar area. Continuation of the existing commercial recreational use is consistent with Coastal Act policy, on the assumption that horseback riding will continue to be a permitted and popular form of coastal recreation. Although some demand may exist for expansion of existing equestrian uses, expansion must be limited in accordance with protection of the beach, dune, and stream environment from excessive horseback riding. No demand for visitor facilities or other forms of commercial recreation is expected, on the basis of projections of City-wide demand.

In the absence of development, the only alternative use for this area is open space. Open space use would require incorporation into the State Beach or a City commitment to purchase. Given the extent of current State ownership, acquisition of this area would be a very low priority. Acquisition by the City is not feasible and the open space is not needed. Greenhouse use is undesirable in this location because of conflict with views of the ocean. Production of non-irrigated crops is not economically feasible, given even the lowest possible land rents, (e.g. \$100 per acre per year) and the lack of demand.



Given existing development patterns, at minimum the area south of Venice Avenue is highly suitable for residential development as a continuation of the Casa del Mar development. Development north of Venice Avenue poses greater potential conflicts with continued stabling and horse rentals. Development of the Venice Beach tract, as presently platted, would inhibit coastal access to the beach and produce new conflicts between local and visitor traffic. It would be desirable, given the fact that Venice Avenue is currently unimproved, to shift this beach access route to the north in line with Frenchmans Creek Road in order to eliminate one more intersection on Highway 1 and provide for the long-term possibility of a connection to an alternative inland, north-south connection to Highway 92. To accomplish this would require re-platting of the Venice Beach tract to avoid local/visitor traffic conflicts and to shift development to the south to permit potential expansion of equestrian use and other possible beach-oriented commercial recreational uses.

Despite previous subdivision, 70% of the lots in the Venice Beach tract are owned by two families. This degree of consolidation, plus the possibility of planning the entire area as a unit, with apportionment of development potential among owners, offers the potential to mitigate impacts on access, views, and continued commercial recreational use that would otherwise result from build-out of the existing lots, and to ensure that new development contributed to Coastal Act objectives. By contrast, development in accordance with existing zoning would conflict with access and recreation and visual resource policies of the Act. The entire area is currently zoned for single-family detached housing on 7,500 square-foot lots; the theoretical development potential is about 185 units, including the existing subdivision. With adequate access to the beach assured and preservation of view corridors and buffers between residential and recreational uses, a more appropriate level of development might range from 75 to 125 units. This level of development would reduce potential traffic congestion and visual impacts. As a part of such development, Venice Avenue could be relocated and/or improved to implement the access objectives of the Plan. No habitat protection issues are raised by development in this area so long as an adequate buffer is maintained between any new development and the State Beach property. However, a re-planning of the area in connection with improved recreational facilities would assist in achieving more controlled access to the beach, and mitigating harm to the dune environment.

Therefore, a Planned Development designation for this area is proposed in order to provide for a moderate level of residential development, retention of commercial recreational use, and provision of improved coastal access.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2 (p. 137), development of the Venice Beach area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and





indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which are under separate ownership or for each group of parcels which is to be developed as a unit.

- (b) A maximum of 75 residential units may be developed on the site.
- (c) As a condition of approval, consideration shall be given to the relocation and improvement of Venice Avenue as an access route to the beach, with a right-of-way of at least 50 feet as indicated on the Land Use Plan Map, designed to assure a buffer between vehicular access, existing equestrian use, and new residential use. Pedestrian, equestrian, and bicycle trails shall be incorporated into the improvement accessway and adequate set-backs shall be assured to preserve a view corridor to the ocean.
- (d) As a condition of approval, structures shall be clustered, maintained low in height, or constructed at low elevations to the maximum extent feasible and specific view corridors shall be established (including the Venice Avenue right-of-way) and protected by easements so as to maintain views of the ocean from Highway 1.
- (e) At least the same amount of land now devoted to horse stabling, rentals, training, and riding shall be maintained in such use or other recreational use.
- (f) Suitable landscaping, fencing, and other means shall be used to ensure that direct pedestrian access to the State Beach property is controlled and limited from the new residential development and that an adequate buffer is provided between Venice Avenue right-of-way and residential use.
- (g) Vehicular access from residential development to Venice Avenue shall be controlled to protect beach access and no more than one opening onto Highway 1 north and south of Venice Avenue shall be permitted to provide access to residential development; a frontage road may be required along Highway 1 to assure that residential traffic does not congest Highway 1.





### 9.3.5 Miramontes Terrace North

This area of about 12 acres consists of that portion of an old subdivision bounded by Railroad Avenue on the west, Balboa on the east, Pilarcitos Creek on the north, and Kelly Avenue on the south. The portion of the old tract west of Railroad Avenue has been acquired as part of the State Beach. The portion east of Balboa (7 acres) has been used for farming and is occupied in association with the farming of the agricultural lands east of Balboa. The eastern area is discussed with lands to the east under Subsection 9.3.13 (p. 164). Within the area west of Balboa there are 2 housing units, 1 associated with a farm, and 44 vacant lots (there are another 18 vacant lots east of Balboa). Build-out potential under current platting and zoning provides for about 40 units (with an additional 20 east of Balboa).

Development according to existing platting and zoning west of Balboa would result in conflicts between residents and the public recreation use to the west and potential adverse impacts on lower Pilarcitos Creek.

#### Public Acquisition

In accordance with the intent to protect recreational opportunities, the highest priority is for acquisition of the area between Railroad Avenue and Balboa for addition to the State Beach. Such acquisition would provide a more adequate buffer between the public recreation area and new residential development. The acquisition would also permit establishment of the proposed recreational vehicle campground at a greater set-back from the beach and avoid potential future conflicts between new residential use and overnight camping. This alternative is preferred but depends upon the ability of the State Department of Parks and Recreation to fund the acquisition.

In the event that purchase for beach area expansion is not possible, expansion of recreational vehicle camping under private ownership would be a Coastal Act priority use, supplementing camping facilities on State Beach property.

Due to the prior commitment of this area to urbanization by previous subdivision, consideration must also be given to limited residential use, although this is a much lower priority and should be deferred until the feasibility of State Beach acquisition or commercial recreational use has been explored. In the event that residential development is to be permitted at all, the total number of units should be strictly limited and all new development should be clustered and set back from the beach to minimize future conflicts.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2 (p. 137), development of the Miramontes Terrace North area shall be subject to the following conditions:



- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which are under separate ownership or for each group of parcels which is to be developed as a unit.

- (b) No development shall be permitted until every effort has been made to acquire the area for public recreation and the State Department of Parks and Recreation has indicated no intent to acquire. Such determination by the State Department of Parks and Recreation shall be made within one year after certification of the Land Use Plan.
- (c) A maximum of 15 residential units may be developed on the site, clustered to ensure buffers of at least 50 feet from the State Beach.
- (d) At least 3 acres shall be reserved for camping facilities, including the possibility of camping for no more than 100 recreational vehicles. .
- (e) No development shall occur within 200 feet of the edge of the bank of Pilarcitos Creek.
- (f) Suitable landscaping, fencing, and other means shall be used to discourage direct pedestrian access to the beach from residential development.

#### 9.3.6 Arleta Park/Miramontes Terrace South, West of Railroad Avenue

The portion of the large Miramontes tract and Arleta Park south of Kelly Avenue which is west of Railroad Avenue is subdivided into small lots, with residential streets terminating at the public recreation area included in the County Acquisition area. This area contains 130 vacant lots on 32 acres with a potential build-out under current zoning and platting of 110-145 residential units. Development in accordance with existing platting would result in conflicts between residential and recreational use, the type of uncontrolled access to the beach and bluffs which has produced traffic congestion and environmental problems in other areas of the City similarly subdivided. Development is also not possible without extension of water and sewer services and street improvements requiring an assessment district; full build-out would result in elimination of the few stands of cypress which remain and an increase in traffic congestion on Kelly Avenue, Poplar, and Filbert.





### Public Acquisition

As in the case of Miramontes Terrace North, the preferred alternative, given Coastal Act priorities, is for acquisition of the subdivided area west of Railroad Avenue for State Beach expansion. Such acquisition would assure an adequate buffer between residential and recreational use in an area where the width of current public ownership is quite limited. This is the preferred use indicated as the primary designation on the Land Use Plan Map.

In the event that State acquisition is not possible, limited residential development could be permitted under a complete re-planning and re-platting of the area. Such re-planning is required to deal with unbuildable lots, to alter the mapped street system to minimize access conflicts and improve local circulation, to provide an adequate buffer between residential development and the public beach area, to preserve views along the bluff tops, to preserve the existing cypress stands, and to eliminate the possibility of streets ending at the State Beach property.

In addition to the PD requirements described in Section 9.3.2 (p. 137), development of this area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which are under separate ownership or for each group of parcels which is to be developed as a unit.

- (b) No development shall be permitted until an opportunity for acquisition and addition to the State Beach has been allowed and the State Department of Parks and Recreation has indicated no intent to acquire. Such determination by the State Department of Parks and Recreation shall be made within one year after certification of the Land Use Plan.
- (c) A maximum of 65 residential units may be developed on the site, clustered to preserve existing cypress stands, to ensure an adequate buffer from the public recreation area, and to prevent vehicular access to the beach area through the neighborhood.



- (d) Pedestrian accessways to the beach shall be dedicated and improved as a part of any development.
- (e) Suitable landscaping, fencing, and other means shall be used to ensure that there is a clear separation between new residential development and the public recreation area.
- (f) Access to the development shall orient primarily to Filbert and Poplar, rather than Kelly Avenue.

### 9.3.7 Wavecrest Restoration Project

This is a large area of Half Moon Bay west of Coast Highway 1 south of Arleta Park to the south City Limits and generally excluding Ocean Colony, Canada Cove Mobile Home Park, and existing development. It is generally an area of paper subdivisions in scattered ownerships.

The State of California and the City of Half Moon Bay have designated this area as a California Coastal Conservancy Project referred to as the "Wavecrest Restoration Project." The Project has been officially approved by the California Coastal Conservancy, California Coastal Commission, and the City of Half Moon Bay. The State approval and certification of the Project is a clear indication of the State's recognition of the Project as a positive vehicle for the implementation of the State goals and objectives for maintaining and enhancing our coastal resources.

The Project is intended to achieve five Coastal Act goals of statewide significance: (1) consolidation and re-platting of over 1,400 substandard lots in paper subdivisions; (2) provision of public access to the coast; (3) restoration and protection of riparian corridors and bluffs; (4) establishment of a stable Urban/Rural Boundary to preserve the potential for agricultural use of currently vacant and idle lands south of the City; and (5) generation of funds to protect lands with agricultural potential located outside of the Project area. The Project is also intended to better enable the City to meet its fair share of existing and projected regional housing needs by providing up to 1,000 housing units, up to 200 of which will be made available to persons of low and moderate income.

The Wavecrest Restoration Project encompasses about 630 acres; about 490 acres north of Ocean Colony (the "North Project Area"); and about 140 acres south of Ocean Colony (the "South Project Area"). (See Wavecrest Restoration Project under Map Section).

The following discussion of sub-areas of the Project more clearly identifies development constraints and conditions.





### North Project Area

The North Project Area, known locally as the Wavecrest Area, is the largest, single, undeveloped area in Half Moon Bay, with a total of about 490 acres. More than one-third of the area is platted in five old subdivisions. These subdivisions have a theoretical development potential under existing zoning for over 700 residential units on 7,500 square-foot lots. Under existing zoning, the unsubdivided area would be developed for an additional 950 units, for a total of 1,650 units in the area. There is a trunk sewer line running north-south through the area, about 1,500 feet from the boundary of the public recreation area. Otherwise, there are no water or sewer services and no paved streets. A Little League ballfield occupies about five acres in the middle of the area and a few houses are located near Highway 1. Part of the area near the highway is occupied by greenhouses. About 15 acres in the northeastern corner is currently in vegetable cultivation. This is the only part of the area having prime soils. An additional 100 acres or so in the northern area (Smith Estate) is dry farmed for hay and barley by a tenant farmer. Annual land rent amounts to only about one-half of property taxes. Redondo Beach Road on the south and the unimproved Seymour right-of-way on the north are proposed as access routes to the beach.

The area has experienced severe erosion and gullying at the bluff face due to cliff instability, water runoff, and uncontrolled use by off-road vehicles and hikers. Coastal scrub vegetation has been returning in those areas which have not been farmed for many years.

The poor quality of the soil, severe drainage problems, and the lack of water make the North Project Area currently unusable for irrigated cultivation of high-return vegetables or flowers, the only forms of agriculture which are feasible except for greenhouse production. A large investment in drainage improvements (in excess of \$800 per acre) would be required to use this land for irrigated field production and such an investment is not economically feasible for production of artichokes or Brussels sprouts, the traditional specialty crops in Half Moon Bay. The infeasibility of such an investment is augmented by the previous subdividing of much of the area and the difficulty of consolidating ownerships. In addition, a major new source of affordable irrigation water would have to be available to support such production. The only potential source which would not divert water from other irrigated agriculture in the area is reclaimed water from the reclaimed water line to be built along Highway 1, and this source is incapable of providing the quantity and quality of water required, even if all of the water were allocated to this area. In addition to reclaimed waste water being too expensive for food and flower growers, at the present time state health restrictions also prohibit such use of waste water. Furthermore, substantial irrigation and cultivation of the area on a large scale would produce conflicts with protection of bluff stability and control of gully erosion due to impacts on the hydraulic gradient and on coastal scrub which absorb water runoff and maintain the bluff edge. (See Section 8.)

### South Project Area

The Manhattan Beach Tract is located south of Ocean Colony, west of the Canada Cove Mobile Home Park, and north of Arroyo Canada Verde. It consists of





approximately 175 vacant lots on about 42 acres which could produce about 50 buildable residential sites under current zoning, which includes greenbelt zoning.

Development of the Manhattan Beach Tract in accordance with its former platting would be inconsistent with Coastal Act policies on access, recreation, hazards, and habitat protection.

The South Project Area south of Arroyo Canada Verde consists of the Cabral Property, an unsubdivided tract of about 40 acres, and an old subdivision called Lipton-By-The-Sea of about 58 acres.

Lipton/Cabral is not, and for many years has not been, in agricultural use of any kind. Agricultural use of Lipton/Cabral would not be feasible and would result in a net loss operation to the owners of the land, even at zero land cost. The soils are marginal, would be hard to farm, and would produce crops with below average and acceptable yields;<sup>1</sup> there is no available source of affordable irrigation water; because Lipton/Cabral is immediately adjacent to the 8 unit per acre Canada Cove Mobile Home Park, agricultural use would be severely compromised by urban conflicts such as vandalism, theft, human and animal trespass, infestations of the plume moth attracted by City lights, and restrictions on pesticide use and application and hours of equipment operation; and, the initial capital cost merely to prepare the land for a farming operation would exceed \$700,000.00.<sup>2</sup>

The County lands adjacent to the southern boundary of the South Project Area are not in agricultural use. These lands share with Lipton/Cabral and most other open areas on the coastside at least one insurmountable impediment to agricultural use: the lack of an available source of affordable irrigation water. Nevertheless, these lands have been designated "Planned Agricultural District" in the County's certified LCP. In order not to preclude the potential agricultural use of the adjacent County lands, development of the South Project Area should include a buffer zone along the southern boundary of the South Project Area of 100 feet which, when coupled with a buffer of similar width south of the City limits, will provide an overall zone 200 feet in width, a width certified as acceptable by the Coastal Commission for other coastal cities such as Santa Cruz.

1. The Soils Conservation Service of the United States Department of Agriculture and the State Land Use Task Force of the California Rural Development Committee have recently completed The Important Farm Lands Inventory for the San Mateo County Coastside, including the City of Half Moon Bay. The inventory ranks land in the following four categories of decreasing importance: (i) Prime Farmland; (ii) Additional Farmland of Statewide Importance; (iii) Unique Farmland; and (iv) Additional Farmland of Local Importance. The SCS Important Farm Lands Inventory does not include Lipton/Cabral in any of the four agricultural land categories.
2. See Appendix A to the Agribusiness Group, Inventory And Analysis Of Existing And Potential Agricultural Use Of Land Within The City Of Half Moon Bay, October 23, 1981.



The South Project Area is contiguous with the 8 unit per acre Canada Cove Mobile Home Park and the 4 unit per acre Ocean Colony Planned Unit Development. The Coastal Commission has recently approved an expansion of the contiguous 8 unit per acre mobile home park. The mobile home park constitutes existing high-density residential development, and Ocean Colony constitutes existing medium-density residential, recreational, and commercial development.

Because Lipton/Cabral is located between the high-density mobile home park and the vacant County lands to the south of the City Limits, it is an appropriate location for transitional residential, recreational, and visitor-serving commercial development. Absent transitional development, substantial pressure would remain for high-density residential development of Lipton/Cabral because of its location immediately adjacent to the high-density mobile home park and all of the urban public works infrastructure currently serving the mobile home park and Ocean Colony. Potential transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral as a part of the Wavecrest Restoration Project would relieve this pressure and establish a stable Urban/Rural Boundary. The stability of this Urban/Rural Boundary would be enhanced both by the 100-foot buffer zone along the southern boundary of Lipton/Cabral and the fact that the southern boundary of Lipton/Cabral is also the City Limits.

Potential transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral as Phase 1 of the Wavecrest Restoration Project may be necessary in order to implement the Project and achieve its five Coastal Act goals of statewide significance. In evaluating the feasibility of the Project, the Conservancy's consultant assumed that Half Moon Bay Properties, Inc., would be the major project developer and would contribute its holdings in both the North Project Area and the South Project Area, thereby substantially reducing the need for public funds to assemble lands within the Project area. Half Moon Bay Properties, Inc., has presented substantial evidence to the Coastal Conservancy, the Coastal Commission, and the City to support its contention that transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral as Phase 1 of the Wavecrest Restoration Project is necessary if the Project is to be implemented.

Transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral would be consistent with the Coastal Act. Potential negative impacts on riparian corridors and bluffs would be precluded through application of the "Riparian Corridors," "Bluffs," and "Runoff" note criteria on the approved Wavecrest Restoration Project Plan Map. In addition, the Wavecrest Restoration Project would be subject to all of the resource protection policies of this Plan. Since Lipton/Cabral is neither in agricultural use nor suitable for agricultural use, potential transitional residential, recreational, and visitor-serving commercial development would not convert to urban use land which might otherwise be used for agricultural production. Accordingly, neither Section 30241 nor Section 30242 of the Coastal Act is applicable. Transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral would not diminish the potential agricultural use of adjacent County lands, especially since any development would include a 100-foot buffer zone along the southern boundary of the South Project Area. Transitional residential, recreational, and visitor-serving commercial







development of Lipton/Cabral would establish a stable Urban/Rural Boundary by establishing a transitional zone between the 8 unit per acre mobile home park and the vacant County lands to the south, thereby relieving pressure for higher density development. The stability of this Urban/Rural Boundary would be enhanced by the 100-foot buffer zone. Transitional development of Lipton/Cabral would be consistent with Section 30250 of the Coastal Act because it would be contiguous with the existing 8 unit per acre mobile home park and in close proximity to Ocean Colony and the urban public works infrastructure which serves them both. Finally, transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral would be consistent with, and may be required by, Coastal Act Sections 30001.5, 30007, and 30007.5.

Improvement and extension of Miramontes Point Road, already approved by the Coastal Commission, is needed to provide access to a proposed public vista point on the bluff and a parking facility serving Canada Cove Beach, as well as to provide access to the hotel to be built in Ocean Colony. Re-subdivision and development of the South Project Area, including the transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral, offers a major opportunity to achieve the five Coastal Act goals of statewide significance intended to be achieved by the Wavecrest Restoration Project, including improved access to public and commercial recreation, and to meet a portion of the City's share of existing and projected regional housing needs, including the needs of persons of low and moderate income, without conflict with the Coastal Act or the other policies of this Plan.

### Alternatives

The Project area offers the potential to meet local needs for active and/or passive recreation. The Johnson House Senior Citizens' Center will be located nearby across Highway 1 off Higgins Purissima Road. The City has, for some time, planned a major recreation facility to meet unmet needs for active recreation. Any plan for the Wavecrest Project Area should include consideration of such a facility which could be provided in connection with new development. The Project area also offers the potential to meet needs for new commercial recreation and public recreation and reasonable needs for new development in Half Moon Bay to accommodate population growth, which would otherwise be accommodated on land outside the City with substantially more potential for agricultural use. The concentration of development policy specifically supports such shifts in order to protect valuable coastal resources. Development of this area also offers major potential to accomplish other Coastal Act objectives with respect to improved coastal access and recreational opportunities, restoration of damaged habitats, and protection of existing habitat. New development could ensure the provision of new and improved access to the shoreline and the beach, restoration of existing gullies, and protection of the returning scrub habitat and protection of coastal view corridors. In addition, such development would include provision both for new low cost visitor accommodations in the form of a new recreational vehicle park, new low and moderate income housing, and new commercial recreational opportunities.

The potential for planned development to accomplish all of these objectives is enhanced by the fact that three landowners control a substantial share of the total area and by the County's ownership of a substantial number of lots in the old Ola



Vista subdivision near the shoreline. Re-planning and re-platting the existing subdivisions is essential to protect and improve coastal access, to ensure continuous lateral access and protected recreational opportunities along the cliff edge, to reduce the potential density of new development, to restore damaged habitats and bluffs, and to protect watercourses.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2 (p. 137), development of the undeveloped Wavecrest Area shall be subject to the following conditions:

- a) A specific plan shall be prepared for the entire area or, in the event the Project is developed in phases, for each phase, which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. Each specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site.

- b) A maximum of 1,000 residential units may be developed on the site including at least 20% affordable to persons of low and moderate income.
- c) Suitable landscaping, fencing, or other means shall be used to ensure that direct pedestrian access to the bluff edge is controlled and limited in accordance with accessways to the beach and protection of the bluff face from erosion.
- d) At least 15 acres of the site shall be reserved and developed for community recreation if another site is not designated pursuant to Policy 2-34.

Consideration shall be given to reserving 20-30 acres for a major park affording active and passive recreation opportunities within a natural environment.

- e) At least 30% of the site shall be retained in open space for public and commercial recreational use and sited and designed to protect view corridors from Highway 1 and the ocean, to provide buffers between primary coastal access routes and residential development, to absorb groundwater so as to retard cliff erosion, and to protect habitat areas.
- f) As a part of any development, a lateral accessway along the bluff shall be improved for pedestrian and bicycle use parallel to the shoreline within the existing area of County ownership.
- g) As a part of any new development, vertical accessways shall be constructed to the beach from the bluff affording access to the beach near the end of designated beach access routes. A third accessway to the beach may be required approximately equidistant between the two primary access routes.





- h) As a part of any new development, provision shall be made for improvement of the two designated beach access routes in the district, either along existing platted alignments or in accordance with new alignments designed to afford equivalent access opportunities.
- i) New residential units shall not front on beach access routes unless no other access is available, and access to beach access routes from any area of residential development shall be limited to protect beach access.
- j) At least a 10-acre site, within the Project area, shall be reserved for the development of a recreational vehicle park. Consideration shall be given to reserving a site of at least 5 acres for future visitor-serving facilities. Visitor-serving densities shall not exceed 20 lodging units or campsites per acre.
- k) New access to Highway 1 shall be limited and one new access shall be at the existing intersection of Highway 1 and Higgins-Purissima Road, if feasible.
- l) Provision shall be made to ensure that irrigation of open space for park, recreational, and general open space purposes shall, to the extent feasible, maximize the use of reclaimed water and measures such as retention in basins, grading, revegetation, and drainage improvements shall be taken to prevent destabilizing effects on the coastal bluffs.
- m) Development shall be clustered to the maximum extent feasible.
- n) Development shall give maximum consideration to preserving and enhancing the existing cypress and eucalyptus hedgerows at the west end of the L. C. Smith property.
- o) As a part of any new development, provision shall be made for dedication of right-of-way for the Miramontes Point Road extension to the extent required.
- p) No residential structure shall be located west of the extension of Miramontes Point Road.
- q) All beach and all land not otherwise devoted to a public or commercial recreational use to the west of the extension of Miramontes Point Road, not in public ownership, shall be offered for dedication to the County or the State Department of Parks and Recreation, as a part of any development, to become a part of the public recreation area.
- r) The Wavecrest Restoration Project may be developed in two or more phases.

#### 9.3.8 Dykstra Ranch

This is a parcel of 114 acres of gentle to steep slopes on the eastern edge of the City. Only a very small portion of the site contains prime soils. In the past, the lower slopes and flatlands had been used for pasture. A Planned Unit Development





and tentative tract has been previously approved for development in this area, with a total of 228 units.

Eastern portions of the Dykstra Ranch have steep slopes. These slopes have been identified as having landslide potential. Residential development and road construction on these steep slopes would require a substantial amount of hillside cutting and filling and would increase the possibility of slope failure, posing a hazard to homes and development on lower slopes. Most of the Dykstra Ranch has development potential without such hazards or conflicts.

Residential development is appropriate as an alternative to development of more rural lands and those with significant coastal resources, in accordance with Coastal Act policies. It could also contribute to improvement in local traffic circulation by contributing to the development of a new collector road parallel to Highway 1. However, such development must conform with protection of views of the hillside, avoidance of hazards, and minimum alteration of natural landforms. Development of this site does offer the potential for solving local drainage problems in the Terrace Avenue subdivisions.

It is proposed that this area be permitted for development of a limited variety of residential unit types to meet needs for new housing in Half Moon Bay. Such development should occur in a manner which minimizes conflicts with Coastal Act policies with respect to preservation of the natural environment and hillside and watershed protection and promote achievement of policies on improved coastal access.

New development would involve a combination of single-family detached homes on moderate slopes, clustered high-density single family attached homes, and apartments on lower slopes near the high school, extension of the long-proposed Foothill Boulevard to connect with Foster Drive and Grandview (with possible extensions in the future to the north) and retention of drainage courses and steep slopes in open space.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The plan shall be subject to environmental review under City CEQA guidelines.

The plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 92 is inadequate to accommodate the



amount of proposed residential development. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which is under separate ownership or for each group of parcels which is to be developed as a unit.

- b) A maximum of 228 residential units, including single-family detached, attached, and garden apartments, may be developed on the site.
- c) No development shall be permitted on slopes in excess of 25% or above the 160' contour and, as a condition of approval, an open space easement shall be dedicated which ensures the permanent retention of such slopes in open space. Development shall be clustered to the maximum extent feasible on lower slopes.
- d) Existing major drainage courses shall be dedicated, after suitable landscaping, to protect against erosion and to provide for passive recreational use.
- e) Apartments and single-family attached housing shall be located on slopes of less than 15%, and shall involve as little grading and filling as is feasible.
- f) A right-of-way of not more than 80 feet shall be dedicated along an alignment as generally indicated in the Land Use Plan Map and as approved by the City for the location of Foothill Boulevard and connections with Grandview and Foster, and such right-of-way shall be improved with a suitable street and with bicycle, hiking, and equestrian trails as a part of development of the site. No curb cuts shall be permitted for driveway access to Foothill Boulevard.
- g) Structures shall be sited so as to minimize interruption of views of the upper hillsides from Highway 1 and the public recreation area along the shoreline.
- h) No residential development of the site shall precede completion of site grading and installation of all drainage improvements necessary to prevent erosion of the site or lands up and down slope. In addition, the developer shall agree to participate in an assessment district for Foothill Boulevard.

#### 9.3.9 Carter Hill

This area consists of about 47 acres in 4 parcels, including one containing a water tank owned by the Water District. A Planned Unit Development for 47 units on 1-acre lots was previously approved for the 4 parcels and constitutes existing zoning on the site. Most of the site is very steep, with landslide and erosion potential, and the upper part of the hill is located in the scenic viewshed from Highway 1. Residential development and road construction on the steeper slopes would require a substantial amount of hillside cutting and filling and would increase the possibility of slope failure, posing a hazard to homes and development on the lower slopes. However, development can occur on the lower part of the site without adverse effects on coastal resources and can contribute to coastal access by contributing to the development of Foothill Boulevard as a north-south arterial parallel to Highway 1.





Therefore, this site is proposed for moderate-density development on the lower portion of the hill where the land is relatively flat and outside the scenic viewshed. Development would be adjacent to the proposed new arterial and within walking distance of the high school and the industrial area to the west. Attached homes and/or apartments at medium densities are contemplated, and should be designed to be consistent with similar development on the adjacent Dykstra Ranch property. Overall density would be the same as that permitted by existing zoning, but would be concentrated on about 25% of the site, located below the 160' contour line.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.
- b) A maximum of 50 residential units, including single-family attached and garden apartments may be developed on the site.
- c) No development (except the existing Coastside County Water District tank parcel) shall be permitted above the 160' contour line, as indicated on the Land Use Map and, as a condition of approval, an open space easement shall be dedicated which ensures the permanent retention of that portion of the site above such contour in open space.
- d) A right-of-way of not more than 80 feet shall be dedicated along an alignment as generally indicated in the Land Use Plan Map and as approved by the City for the location of Foothill Boulevard and connections with Foster Road. Such right-of-way shall be suitably improved including bicycle, hiking, and equestrian trails as a part of development of the site. No curb cuts shall be permitted for driveway access for individual units to Foothill Boulevard.
- e) No residential development of the site shall precede completion of site grading and installation of all drainage improvements necessary to prevent erosion of the site or lands up and down slope. In addition, the developer shall agree to participate in an assessment district for Foothill Boulevard.
- f) Access road to Coastside County Water District facility shall be included in any development plan approved for this site.

#### 9.3.10 Miramar Beach

This property consists of 2.5 acres on which one three-story structure containing 5 apartments is located above the bluff face. A portion of the property is located within the zone of potential tsunami inundation and all of the property is located within the 50-year line of projected cliff retreat. Existing zoning provides for 20 additional residential units, which would produce a total density about twice that in the rest of the Miramar area. Lateral access along the bluff top and along the beach at high tide has been blocked by construction of the existing structure



and riprap necessitated to protect it. Any further development of the property is dependent on the possibility of reducing or eliminating the currently high rate of cliff erosion in accordance with the Hazard policies in Section 4 (p. 71). Long-term protection of the existing structure may not prove to be possible within the scope of Coastal Act policies, since it is not certain that any means of protecting the existing building frontage will be adequate and extensive riprapping or seawall construction to the south and north would probably conflict with Coastal Act policies.

#### Alternatives

The preferred alternative under the Coastal Act would be acquisition of the property as a part of the State Beach and demolition of the existing structure. This would eliminate the serious hazard problem as well as conflicts with access and recreation. This is shown on the Land Use Plan Map. If acquisition is not possible and if a demonstration can be made that further development of the property can meet the Hazard policies, as provided in Section 4, the preferred development of the site is for limited residential development consistent with that on adjacent properties. The Planned Development designation is intended to provide for this alternative. Lateral access across the property is also to be included.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation.

- b) A maximum of 15 residential units may be developed (including existing units).
- c) No development shall be permitted until a demonstration is made that new development complies with other policies of the Plan, and until an opportunity has been given to the State Department of Parks and Recreation to acquire the property and it has indicated no intent to acquire.
- d) An accessway to the beach from the property may be constructed and dedicated for public use, in accordance with designs approved by the Planning Commission, sufficient to assure safe and adequate access to the beach at times of high tides.





- e) A lateral accessway across the property providing a connection with access on the State Beach property shall be dedicated to assure unimpeded access from Mirada Road to the State Beach property for pedestrians.
- f) Structures shall be set back from the shoreline to the maximum extent feasible (no closer than 100 feet) and shall be clustered to preserve views from Mirada Road to the ocean and to preserve the existing stand of cypress trees.

#### 9.3.11 Guerrero Avenue Site

This property consists of about 6 acres in 2 parcels between the original Miramar and City of Naples subdivisions, and a series of platted lots along the east side of Alameda Avenue. This site is bounded on the north by mapped but unimproved Guerrero Avenue, on the east by Highway 1, on the south by the Naples Creek drainage, and on the west by Alameda Avenue. Water and sewer services are available from Guerrero and Alameda. Existing zoning permits single-family detached houses on 6,000 square-foot lots and about 39 units of this type could probably be built on the large parcels, with an additional 7 along Alameda. Recreational commercial is permitted along Highway 1. If built in accordance with conventional platting, an awkward situation would result due to a change in the orientation between Miramar and City of Naples. In addition, standard development would encroach on the Naples Creek drainage and eliminate the existing view from Highway 1 to the beach. There is also the opportunity to use the site to provide some low and moderate cost housing as a part of its development. Drainage problems on the site would require an economical development pattern to provide such housing. Guerrero Avenue also offers the opportunity, if improved, to provide a minor access route to the beach, thereby relieving some of the traffic which flows onto Roosevelt Boulevard and Mirada Road.

To accomplish the objectives for this site, the most logical alternative is to encourage a Planned Unit Development, involving clustering of detached or attached houses so as to maximize pedestrian and bicycle access to the beach, preservation of ocean views and open space, provision of low and moderate income housing opportunities, and provision for setbacks from the Naples Creek corridor for adequate drainage and preservation of the existing trees along the creekbed. Little habitat value remains along Naples Creek, but it is a natural drainage course sustaining extensive vegetation. The Planned Development District designation is intended to encourage a development solution which will achieve all of these objectives.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.





The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which is under separate ownership or for each group of parcels which is to be developed as a unit.

- b) A total of not more than 46 units may be developed on the site.
- c) Setbacks shall be provided along Naples Creek adequate to protect existing vegetation and the drainage course shall be dedicated, after suitable landscaping and provision for pedestrian and bicycle paths, to provide for passive recreational use.
- d) No access from residential properties directly to Highway 1 shall be provided; access shall be provided to Guerrero Avenue by means of connecting streets and/or a frontage road along Highway 1.
- e) A portion of the site adjacent to Highway 1 shall be reserved for commercial-recreational use; some of the housing units may be located above the first story in such use.
- f) Structures shall be sited so as to minimize interruption of views from Highway 1 to the ocean.

#### 9.3.12 Pilarcitos Creek North

This area contains about 67 acres of residentially-zoned land in 5 parcels located between the Casa del Mar subdivision and the Ocean Shore subdivision west of Highway 1 and north of Pilarcitos Creek. The road to the treatment plant divides the most northerly parcel from the remainder. One small parcel at the intersection of the treatment plant road and Highway 1 is occupied by a residence and accessory buildings formerly associated with agricultural production on the adjacent parcel (Magri). This parcel has been acquired for a church by the Lutheran Church and has not been farmed for about ten years. The next parcel to the south has been in vegetable production and the most southerly in flowers. Buildings are located on the Highway 1 frontage of the last parcel. All of the lands in this area contain Class II soils and on-site wells near the creek have traditionally provided water for farming.

#### Alternatives

Under the Coastal Act definition of priority uses, the highest priority for this area (as well as for Pilarcitos Creek South, discussed below) would be for agricultural use if feasible. The relatively large size of the area, its historical use for farming,



the quality of soils, and the availability of some on-site water make it, from a purely physical perspective, one of the better areas for agricultural production in the City. However, the division of the area into a number of relatively small parcels, the location of the area in the very center of Half Moon Bay, and the presence of residential development around the area have gradually and fatally compromised the viability of any future, long-term agricultural use. The same factors influencing other in-fill agricultural parcels in the City have affected this location, exacerbated by the traditionally higher land values associated with the parcels' location at the very center of development in Half Moon Bay. Preliminary investigation of a potential Coastal Conservancy project to acquire and preserve the lands in agricultural use indicates a lack of probable financial feasibility and questionable appropriateness, given inevitable growth in existing neighborhoods and subdivisions adjacent to the site. In addition, values associated with the preservation and restoration of riparian and fish habitat in Pilarcitos Creek argue for the termination of agricultural use in favor of restoration of the most significant stream in Half Moon Bay as a wildlife and fish habitat.

Given the lack of potential for preservation in agricultural use, the most reasonable alternative use of the area is for residential development and associated institutional uses, appropriate to the central location of the area, modified to assure preservation of scenic and habitat values associated with the Pilarcitos Creek corridor. There is no substantial potential for any other Coastal Act priority use, such as public recreation, due to the separation of this area from the public recreational use near the creek and the adequacy of recreational areas in other locations.

Therefore, the Plan proposes to allow development of this area under a Planned Development designation in order to assure new development compatible with preservation of riparian and scenic values and at levels consistent with concern regarding traffic generation affecting visitor access along Highway 1. Development potential is proposed to be reduced from the 300-400 units permitted under current zoning to a maximum of 125 units in order to protect these values and resources. In addition, a church is proposed to be permitted on the Magri parcel near Highway 1 as a suitable location for such an institutional use, given the lack of other suitable sites in the City. This use is separately designated for about 5 acres on the Land Use Plan Map and is not included in the Planned Development designation. The designation is applied in order to assure that any additional development in the area proceeds according to an overall plan which assures consistency between new development on all parcels and protection of Pilarcitos Creek, resolution of traffic issues, and maintenance of scenic views of the Pilarcitos Creek corridor.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2 (p. 137), development of the Pilarcitos Creek North area shall be subject to the following conditions:

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures,





indicate the amount and locations of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

- b) A maximum of 125 residential units may be developed on the site.
- c) Structures shall be clustered, maintained low in height, or constructed at low elevations to the maximum extent feasible in order to preserve view corridors to the trees along Pilarcitos Creek.
- d) An adequate setback from the northerly drainage course shall be maintained in order to preserve the drainage function of this drainage course in its natural condition.
- e) Development shall occur away from existing riparian habitat along Pilarcitos Creek. No use shall be made of surface streamflows or of wells located within the stream corridor for purposes of serving new residential development on the site. (As referenced in Chapter II, Item 3, of this Report).
- f) Access to development on the site shall be provided solely from the treatment plant road and/or from a frontage road along Highway 1, and new intersections at Highway 1 from the frontage road or from the site shall be limited to a maximum of two, including the treatment plant road, which intersection shall coincide with the locations of any intersections on the east side of Highway 1.
- g) Land not developed may be maintained as common and public open space for any of the purposes permitted under Policy 9-13 (p. 140), provided that land reserved for habitat protection and restoration along Pilarcitos Creek may be counted as public open space and provided that land which is permanently dedicated to open space use by means of the granting of an easement and/or deed restriction for such use may be counted as public or common open space. Provision shall be made for the acceptance or purchase of a dedication by a public agency or of acceptance of maintenance responsibilities by a property owners' association for any other lands dedicated to public or common open space.

#### 9.3.13 Pilarcitos Creek South

This area contains about 72 acres of land between 150 feet north of Kelly Avenue, Pilarcitos Creek, Balboa, and Pilarcitos Park subdivision, with a build-out potential under current zoning for about 600-900 units. About 25% of the area is zoned for high-density housing adjacent to Pilarcitos Park subdivision; the remainder is zoned for single-family residential on small lots. The area consists of 5 relatively large parcels, a strip divided into smaller parcels along the paper street, Altona Avenue, and a number of lots near Balboa Avenue consisting of the easterly portion of the Miramontes Tract described in Subsection 9.3.5 (p. 147). About 10 homes and various accessory buildings exist in the area. The unsubdivided parcels have been in vegetable and flower production for a long period. Soils are Class II in the main, with some Class I; limited amounts of on-site water are available from wells near the creek. This area, like Pilarcitos Creek North, has been the traditional focus of farming in the City.



As in the case of Pilarcitos Creek North, the highest priority Coastal Act use would be agricultural if feasible. However, this area has suffered from the same decline in viability of agricultural production which has affected the area north of the creek, except that conflicts in this area with urban development and visitor use are more severe. The development of the State Beach at Kelly has resulted in intensive visitor use of Kelly and related effects on agriculture, including vandalism, theft, off-road parking in fields, and heavy traffic. Due to the direction of winds, use of pesticides poses a serious hazard to residents of the neighborhoods of Arleta Park and Pilarcitos Park in the immediate vicinity. These factors, among the others discussed in connection with the area north of Pilarcitos Creek, make long-term agricultural use increasingly unviable despite efforts by the families who have long farmed these areas to continue. This area was also considered for a Coastal Conservancy project in connection with the northerly area.

Apart from agricultural use, consideration must be given to potential priority use for recreation. In line with the importance of the State Beach as a recreational area, the Plan proposed the acquisition of the area west of Balboa Avenue for addition to the State Beach. Additional acreage would not be required for recreational purposes if this addition were made, especially given the policies of the Plan which encourage a dispersion of high-intensity recreational day-use to other parts of the State Beach to the north where better access can be provided and conflicts with local traffic can be reduced or eliminated. Therefore, this site is not required to be reserved for priority recreational uses, although adequate protection for an expanded regional recreation area and the Pilarcitos Creek habitat must be assured in connection with any new development.

Given the absence of potential for continued agricultural production and lack of need for expansion of the recreational area beyond that proposed, the area is suitable for residential development consistent with that south of Kelly in Arleta Park. However, the potential density of new development in this area must be reduced in order to assure adequate coastal access along Kelly Avenue, to assure protection of riparian habitat, and in order to maintain scenic values associated with Pilarcitos Creek and the State Beach along Kelly Avenue. Therefore, the Plan proposes to reduce development potential from that currently permitted by zoning to a maximum of 160 units, to be developed in a manner affording maximum protection of coastal resources, including habitat, coastal recreation, scenic views, and coastal access. Consolidation and re-platting of lots in the old Miramontes Terrace subdivision to the east of Balboa would be expected to occur as a part of the Planned Development designation.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.





- b) A maximum of 146 residential units may be developed on the site.
- c) Access to new residential development shall be restricted to no more than two intersections with Kelly Avenue which shall coincide with the intersection of streets serving Arleta Park south of Kelly Avenue.
- d) As a condition of any new development a pedestrian and bicycle trail shall be improved for public use through the project.
- e) Development shall occur away from existing riparian habitat along Pilarcitos Creek. No use shall be made of surface streamflows or of wells located within the stream corridor for purposes of serving new residential development on the site. (As referenced in Chapter II, Item 3, of this Report).
- f) No development shall occur within 200 feet of Balboa Avenue nor shall new development be accessed from Balboa Avenue.

#### 9.3.14 Podesta/Silvera

This area contains about 34.5 acres of land between Cabrillo Highway, North Main Street, Half Moon Bay High School, Foster Drive, and Highland Park/Newport Terrace subdivision. The area consists of 2 parcels, one long strip of about 4.5 acres running along Foster Drive and the other, about 30 acres fronting on the Cabrillo Highway. The Foster Drive parcel is currently being used for auto storage activities while the larger parcel is currently in horticultural production.

This area has suffered from declining viability of horticultural production primarily due to its proximity to residential and commercial areas of the City.

Given the absence of potential for continued horticultural production and a need to provide for careful transition from industrial activities to residential uses, this tract is being designated as a mix of residential and industrial.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under the City CEQA guidelines.
- b) The development shall be industrial and residential. Residential development shall not exceed 40% of the gross area. The residential portion shall not exceed 125 units.





- c) The total project area shall retain 25% in common or public open space (excluding public/private streets and off-street parking areas).
- d) There shall only be two vehicular access points from the public right-of-way currently fronting the area.
- e) No structures are to have direct access to Foster Drive, North Main Street, or Cabrillo Highway beyond those set forth in d), above.
- f) There shall be no more than three phases to the project, each of which shall include a portion of the commercial and residential portions of the project.

#### 9.3.15 Andreotti

This area contains about 24 acres of land between Pilarcitos Creek, North Main Street, the Mormon Church property, and commercial property fronting Highway 92. The parcel is currently in one ownership. The topography of the parcel is varying elevations and flood plains along Pilarcitos Creek with level to rolling contour over the majority of the site. The area is suffering from declining viability of agricultural use due to its proximity to the Central Business District of Half Moon Bay.

Given the absence of potential for continued agricultural production, this tract is being designated as a mix of residential and commercial.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.
- b) The total project area shall retain 25% in common or public open space (excluding public/private streets and off-street parking areas).
- c) The development shall be commercial and residential. The residential development shall not exceed 40% of the gross area. The residential area shall include not more than 130 units of housing.
- d) The vehicular access shall be provided from North Main Street.
- e) No structures shall have direct access to North Main Street.



- f) There shall be no more than three phases to the project, each of which shall include a part of the commercial and residential portions of the project.

### 9.3.16 Half Moon Bay Country Club

Half Moon Bay Country Club is a 278-acre residential, recreational, and commercial Planned Unit Development (Country Club PUD) which was fully approved by the City in compliance with all applicable State land use and environmental statutes and local ordinances prior to the adoption of Proposition 20 in 1972. The Country Club PUD is located west of Highway 1 in the southern portion of the City between Redondo Beach Road and Miramontes Point Road. The following improvements have already been completed: all of the streets and utilities (i.e. sewer, water, street lighting, etc.) for the entire Country Club PUD, all of the perimeter walls and fences for the entire Country Club PUD, the +145-acre, 18-hole golf course, the treated waste-water pumping station, pipeline, and irrigation system, the related series of lakes, the motel and commercial complex along Highway 1, the pro shop, tennis courts, indoor swimming pool, athletic club and restaurant, about 189 dwelling units, retaining walls, a tot lot, and an improved trail for lateral coastal access which is subject to a recorded offer of dedication. When all of the approved improvements have been completed, the Country Club PUD will include up to 1,050 dwelling units and a hotel complex with up to 414 rooms at the end of Miramontes Point Road.

The existing improvements have been completed in accordance with City PUD Ordinance Nos. 3-72, 10-74, and 5-75 (land use ordinances which apply specifically to the Country Club PUD), the subdivision improvement agreement between the developer and the City, and the final subdivision map for the Country Club PUD (hereinafter collectively called the "Existing Country Club PUD Approvals"). The Existing Country Club PUD Approvals will govern and control completion of the remaining approved development within the Country Club PUD. Among other things, the Existing Country Club PUD Approvals establish the locations of roads and utilities, structures, the amount and location of open space, public and commercial recreation, and residential and commercial use. In addition, as a practical matter, the existing approved development (in particular, the streets and utilities, all of which have been completed, the golf course, the series of lakes, and the commercial and recreational facilities) dictate that the Country Club PUD must be completed in accordance with the density, location, and other development parameters set forth in the Existing Country Club PUD Approvals.

In Sierra Club v. Coastal Zone Conservation Commission, 58 Cal. App. 3d 149 (1976) (hearing denied July 8, 1976), the courts of the State of California held that the developer had obtained a vested right to develop free of any Coastal Act (and, therefore, LCP) requirements those improvements which, as a practical matter, dictate the density, location, and other parameters for completion of the Country Club PUD. The exempt improvements include the golf course, the hotel, golf and tennis pro shops, the perimeter walls and fences, all of the streets and utilities, retaining walls, steps from Half Moon Bay Country Club to the beach, the tennis courts, the swimming pool, the gate house, and the sewage treatment facility (58 Cal. App. 3d, at 153). As a consequence of the existing exempt development, conditions imposed by land use approvals granted prior to adoption of Proposition





20, and the residential development heretofore approved by the Coastal Commission, the Country Club PUD has been committed to build-out in accordance with the Existing Country Club PUD Approvals. However, any material change in development from that heretofore approved by the City may require approvals from the City (and the Coastal Commission pending certification of the City's LCP), including a Coastal Development Permit.

While the overall development of the Country Club PUD is controlled by the Existing Country Club PUD Approvals, and while the density, location, and type of future development has already been determined by the existing development, the Coastal Commission has required permits for specific residential developments within the Country Club PUD. Over the years the developer has applied for, and obtained, Coastal Permits for the development of 12 residential subdivisions within the Country Club PUD, comprising 189 dwelling units. In the process of obtaining those permits, the developer has recorded various covenants and restrictions establishing design review controls acceptable to the Coastal Commission, and has approved and recorded an offer to dedicate a lateral trail across the Country Club PUD in a location approved by the Coastal Commission.

Completion of the Country Club PUD in accordance with the Existing Country Club PUD Approvals will provide significant recreational and visitor-serving opportunities, coastal access, and additional residential opportunities within an established neighborhood with an existing urban infrastructure capable of accommodating such development.

#### Proposed Development Conditions

- a) The Country Club PUD shall be completed in accordance with the Existing Country Club PUD Approvals and the provisions of that certain instrument entitled "Offer To Dedicate Trail Easement and Declaration of Covenants and Restrictions" recorded in the Office of the Recorder of the County of San Mateo, State of California, on August 21, 1981, as Instrument No. 80020AS.

In the event of any conflict between the development conditions in this Section 9.3.16 and any other policy in this Plan, the development conditions in this Section 9.3.16 shall control in recognition of the fact that the Country Club PUD has been committed to build-out in accordance with the land use approvals granted, and the conditions imposed, prior to adoption of this Plan.

- b) Any amendment of the Existing Country Club PUD Approvals shall be subject to environmental review under City CEQA guidelines.
- c) A maximum of 1,050 (about 861 new) residential units may be developed on the site. A maximum of 414 hotel/motel rooms may be developed. Any such development outside the hotel site identified in the Existing Country Club PUD Approvals shall be limited to a maximum density of 20 rooms per acre.



- d) In order to better provide the types of housing required by the City (requirements which may change over time from those projected in 1972), the City shall, within the density and other development parameters established by the Existing Country Club PUD Approvals, consider favorably applications for lot line adjustments and similar changes to the final subdivision map for the Country Club PUD designed to accommodate current residential needs and demands. Any such lot line adjustment or similar change shall not constitute an amendment of this Plan so long as it does not change the density and other development parameters for the overall Country Club PUD.



10. PUBLIC WORKS

10.1 Coastal Act Policies

30254 New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of this legislature that State Highway Route 1 in rural areas of the Coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal-dependent land use, essential public services, and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

10.2 Coastal Act Definitions

30114 "Public Works" means the following:

- (a) All production, storage, transmission, and recovery facilities for water, sewerage, telephone, and other similar utilities owned or operated by any public agency or by any utility subject to the jurisdiction of the Public Utilities Commission except for energy facilities.
- (b) All public transportation facilities, including streets, roads, highways, public parking lots and structures, ports, harbors, airports, railroads, and mass transit facilities and stations, bridges, trolley wires, and other related facilities. For purposes of this division, neither the Ports of Hueneme, Long Beach, Los Angeles, nor San Diego Unified Port District nor any of the developments within these ports shall be considered public works.
- (c) All publicly financed recreational facilities, all projects of the State Coastal Conservancy, and any development by a special district.
- (d) All community college facilities.

30118 "Special District" means any public agency, other than a local government as defined in this chapter, formed pursuant to general law or special act for the local performance of governmental or proprietary functions within limited boundaries. "Special District" includes, but is not limited to, a County service area, a maintenance district or area, an improvement district or improvement zone, or any other zone or area, formed for the purpose of designating an area within which a property tax rate will be levied to pay for a service or improvement benefitting that area.





### 10.3 Organization of Section

Due to the fact that this section addresses issues pertaining to several separate types of public works, planning issues and policies are organized by the following categories: water supply; sewage facilities; transportation. First, there is a discussion of all issues and, subsequently, all policies are grouped together. Public recreation, which is defined as a public work in the Coastal Act, is discussed in Section 2, as are public facilities for Coastal Access, as required by Coastal Act Section 30254. The demand for public works is determined by the policies of the Land Use Plan, including the Land Use Plan Map. Thus, other sections of this Plan determine needs for public works capacities. The policies in this section respond to these needs and govern the manner in which they will be met, as required by Coastal Act Section 30254.

### 10.4 Planning Issues

Although there is a substantial interrelationship among the issues involved in all major public works decisions in Half Moon Bay, the following discussion of planning issues is organized in accordance with the three categories of public works cited above. The Coastal Act requires that all new or expanded public works be designed and limited to accommodate the needs generated by the policies contained in other sections of the Plan. This means that capacities should not exceed the build-out potential of the Land Use Plan and should be designed to accommodate build-out over time. Since reasonable requirements for advance planning and design of each individual type of public works often results in some discrepancies among system capacities, as measured by supportable population, perfect correspondence cannot be achieved at any point in time or over time between each system capacity and ultimate needs under the Land Use Plan. The intent of the following discussion and the policies is to provide the background understanding of these interrelationships and to assure that Coastal Act objectives are fulfilled.

In the case of each public works system, the issues discussion and the policies also address Coastal Act requirements to assure adequate services for priority uses and to limit special district assessments to areas designated for development in the Land Use Plan. General background and issues applicable to more than one public works are presented first.<sup>1</sup>

#### 10.4.1 General Issues

##### Limited Capacity of Existing Facilities

Water supply, sewage treatment, and roads, the basic public works which are required for new development, all have limited capacity at present. New development is presently limited because of the lack of available connections to the public water system.

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1. The issues discussed here with respect to water and sewage facilities are discussed in more detail in the Study Paper on Water and Sewer, prepared as background to the Draft Land Use Plan.



The following Table summarizes the current situation with respect to critical service capacities and the build-out potential provided for in the Half Moon Bay Land Use Plan and the San Mateo County LCP:

TABLE 10.1  
COMPARISON OF POPULATION SUPPORTABLE BY SERVICES  
WITH LAND USE PLAN POTENTIAL TO YEAR 2000

	Water Supply (Without Crystal Springs) <sup>1</sup>	Sewage Facilities (SAM Phase I Approved with 2 mgd Outfall) <sup>2</sup>	Roads (Existing Capacity for Commuters)	Land Use Plan, Maximum Population
Half Moon Bay Potential Population	7,582 <sup>3</sup>	14,500 <sup>4</sup>	15,247-29,549	22,060-22,450
Unincorporated Mid-Coastside	7,900 <sup>3</sup>	10,500	11,193-22,189	12,100 <sup>5</sup>
Total	15,482	25,000	26,440-51,738 <sup>6</sup>	34,160-34,550

Notes:

1. Based on difference between safe yield for 100-year drought and yield in years of normal precipitation.
2. Based on allocations of 1.16 mgd into City, 0.47 GSD, and 0.37 to MSD; treatment capacity assumed to be available; consumption at 80 gpdpc.
3. Allocation based on current shares of district consumption; estimate based on supplies; transmission capabilities are currently restrictive of deliverable water.
4. Includes Granada Sanitary District capacity allocated to service development in the City of Half Moon Bay.
5. From County LCP as approved by Board of Supervisors and State Coastal Commission.
6. Range based on level of Service C to Level of Service E (see Table 10.2, p. 183)

This Table indicates that maximum build-out will require expansion of facilities and service capacities for water and sewage, and possibly for roads. At present, water supply limitations are the most critical constraints to growth, followed by sewage treatment and outfall capacity. Ultimately, resolution of water supply and sewage treatment capacity issues will make road capacity the primary constraint on population growth.





### Number of Decision-Making Agencies

Decisions on expansion of public works capacities to serve future development in Half Moon Bay (and in the rest of the mid-coastside) will be shared by a number of agencies other than the City. The most important decision-makers affecting development in the City include the County, the Coastside County Water District, the Sewer Authority Mid-Coastside (SAM), CalTrans, and the Granada Sanitary District. The City of Half Moon Bay provides sewerage facilities to serve most of the City, but the Granada Sanitary District includes that part of the City north of Frenchmans Creek. Decisions by the District on sewage treatment capacity and methods will affect potential development in this part of the City.

The Coastside County Water District is the only provider of public water services in the City of Half Moon Bay. It must make determinations regarding expansion of water supply capacities consistent with the County and City LCP's. With respect to road capacity, CalTrans is the primary decision-making agency with respect to the State Highways, County cooperation will also be required. The City has jurisdiction over City streets.

The number of decision-makers complicates the development of a unified approach to public works expansion. Each decision-maker has its own criteria for public works decisions and certain sources and availability of revenues. One purpose of the LCP is to attempt to establish a common framework for such decisions; however, this will not eliminate all uncertainty about future agency decisions or potential conflicts among them.

Although the City does not have regulatory control through its zoning ordinance over projects of special districts or State agencies, Coastal Act policies, as applied through adoption and certification of the Local Coastal Program, will apply to such projects. As a result, in implementation of the Land Use Plan, the City (and the County) will be able to regulate the capacity, location, and timing of public works in order to ensure consistency with the LCP.

### Allocation of Public Works Capacity

During periods when the capacity of public works is not adequate to serve all development allowed by the Land Use Plan, Section 30254 of the Coastal Act requires that certain priority land uses not be precluded from public services by other development. These Coastal Act priority land uses are: coastal-dependent land uses, essential public services, basic industries, and recreation and visitor-serving facilities.

One approach, in order to assure that all available public works capacity is not consumed by non-priority land uses, is to reserve a certain minimum capacity for priority land uses. The amount of capacity reserved would vary for each public work, but the basic intent of all the reservations would be to protect some public works capacity for these priority land uses.



### Phasing Capacity Increases

The demand for public works over a long time-period cannot be known with great certainty. The theoretical build-out potential of the Land Use Plan may not occur during the next 20 years. During this period, some changes in the factors influencing demand for services could occur, including household size, work hours, energy costs, and consumption patterns. However, in the case of Half Moon Bay, the amount of growth permitted by the Land Use Plan is substantially likely to occur within the next 20 years, if adequate public works capacity is made available. The high degree of certainty regarding this prediction is due to the fact that the Land Use Plan only provides for a portion of the growth projected for the City by the Association of Bay Area Governments, based on regional population and housing projections. Once an adequate water supply is made available, it is anticipated that growth will proceed fairly rapidly to absorb land allocated for new development under the Plan. Policies in Section 9 provide for both phasing growth and monitoring annual growth to ensure that it is in line with available services. Policies in this section are intended to assure availability in accordance with estimated needs as projected.

While it is not desirable to construct more public works capacity than required, it is also not cost-effective to underestimate potential demand by such an amount that subsequent costly expansions will be needed within a short time-period. Construction of excessive capacity poses problems of excessive financial burden and pressure for growth in excess of that proposed to be accommodated. On the other hand, provision of inadequate capacity to accommodate expected needs within a reasonable time horizon related to the useful life of the facilities can result in overburdened facilities and "stop" and "start" development practices resulting from unexpected service moratoria which are detrimental to orderly growth. Of even greater importance is coordinated phasing of public works capacity increases so that expansion of one service does not result in growth which cannot be accommodated by another. This is also essential in order to provide for reasonable, orderly growth in increments which the City and special service districts can monitor and handle without a burden on other services, such as fire and police services. The necessary response to this problem is coordination of facility expansions and management of new development on an incremental basis.

The Plan proposes to phase both public works capacity increases and new development in order to maintain balance between them. The phasing of development over time is incorporated in the policies of Section 9, Development. The policies in this section are intended to support and reinforce this phased development plan. However, it is neither desirable nor feasible to phase or limit all early capacity expansions in line with a specific target period of growth, such as 10 years or 20 years. The appropriate amount of capacity to be provided depends on the relative costs and financial impacts associated with construction of varying levels of capacity in relation to future potential demand. In the case of water supply improvements, major projects required to increase overall available supply cannot be undertaken in small increments, either technically or cost-effectively. However, some types of water delivery facilities can and may appropriately be phased in order to minimize additional cost and possible growth-inducing pressures. Road improvements are susceptible to a more refined phasing approach, within limits. There are a variety of potential improvements, and





moderate increases in capacity can be achieved prior to commitments to significant changes in highway facilities, pending greater certainty about needs and possibly increased transit patronage. Generally, sewage treatment plant capacities can be expanded in increments, although detailed cost analysis is necessary to determine the relative benefits of commitments to specific capacities.

The Plan contemplates phased expansion of public works capacities to meet foreseeable needs over the next 10-20 years. Since the Plan proposes to accommodate less than the potential demand for development during this period, there is virtual certainty that projected development will occur at the rates indicated in Section 9, if adequate public works capacity is available.<sup>1</sup> Thus, the Plan proposes that the City engage in those projects under its control and support those under the control of others which will accommodate but not exceed the amount of growth proposed by the year 2000, except where there is a documented showing of significant cost efficiencies.

#### Boundaries of Special Districts and Assessment Districts

The Coastal Act requires that special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with the Land Use Plan. At present, the Water District's boundaries include a substantial amount of rural land outside the City. The County LCP discusses the practical problems for floriculturists in reducing the district's boundaries and is not primarily concerned with their extent outside the City. Within the City, most of the land use will be urban. Therefore, it would not be desirable or feasible to exclude any area within the City from the Water District. On the contrary, adequate water supplies must be guaranteed to flower growers. Floriculturists and greenhouse operators have even indicated a desire to pay a standby fee to assure an adequate supply during droughts. They also must be charged fair rates for water use.

The City itself is the primary sewage service agency in the City. Detachment of areas from the City service raises issues other than those pertaining to sewage services. Detachment would only be appropriate for land which is to remain in open uses (excluding greenhouses), if any. In reality, as a result of Proposition 13, no substantial benefits for such land would result from exclusion from the City. Other methods can be used to assure that such lands are not assessed for urban services until ready for development. It is not desirable to remove greenhouses from the jurisdiction of the City or from its tax base and they generally require sewage services when located in the City.

An issue does exist with respect to the overlapping of the Granada Sanitary District and the City. It would be desirable to consolidate the City's position as sole sewer service agency for the entire City. This would require detachment of northern Half

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1. As indicated in Section 9, regional projections indicate a potential demand for 3,700 new dwelling units by 1990 and an additional 2,000 in the City by the year 2000. The Plan's phasing proposes to accommodate 2,500 by 1992 and an additional 2,927-3,073 by the year 2000. It is anticipated that growth will not exceed 5,427-5,573 new units by 2,000.





Moon Bay from the Granada Sanitary District and a transfer of sewer lines and ancillary facilities to the City. A corresponding shift in the allocation of SAM Phase I capacity from the Granada Sanitary District to the City would also be required to ensure the City's ability to serve this area.

#### 10.4.2 Water Supply Issues

##### Inability of CCWD to Serve LCP Build-Out from Existing Supplies During Years of Below-Normal Precipitation

CCWD has sufficient capacity to meet projected annual and peak daily water demands for the first 10 years of phased development provided for in the Plan only during years of normal or higher precipitation. At present, the District does not, however, have transmission capacity even to deliver peak available supplies. Floriculture requires assured supplies.

The District's major problem involves protection against future drought and years of below-average precipitation. Even if supplies were increased by the Crystal Springs Project and another 100-year drought occurred, inadequate local supplies would be available to meet normal demand under County and City LCP build-out. This inadequacy would probably occur in about 20 years. Rationing or use of imported supplies would be required. District-wide rationing of 33% would be required if the drought occurred in 2000. If floriculture were assured normal supplies, rationing for other uses would have to be 41%. These are not reasonable levels for planning purposes. The alternative to rationing would be emergency availability of Crystal Springs water, for which a pipeline would have to be constructed in any event.

The major issues to be resolved involve reasonable levels of risk regarding future drought, long-term availability of Crystal Springs water, methods of assuring adequate supplies for Coastal Act priority uses even during drought years, and the appropriate timing of investment in some type of Crystal Springs pipeline.

##### Planning for Safe Yield

Current CCWD policy for granting water connections and developing new capacity is based on a policy of assuring more than minimal needs of water during a severe drought (100-year drought similar to 1976-77). This policy results in the District having a large surplus of water in years of normal precipitation. The presence of this large surplus and even a larger surplus as new facilities are developed has the potential to generate pressure on the District to use this water to accommodate new growth, ignoring the original intent of ensuring a hedge against drought. Pressure will intensify as the drought years become more distant in people's minds. The LCP must ensure that surplus water held by the District during normal years is not used to support new growth beyond the limits set by the LCP.



### Crystal Springs Pipeline

Under two alternatives available for increasing CCWD capacity, a pipeline would be built connecting CCWD service areas with the Crystal Springs reservoir. Depending upon the relationship of the pipeline's capacity to the LCP-based need for water, a pipeline could be growth-inducing beyond LCP limits. For example, if Crystal Springs were the sole source of new water, a pipeline (14 inch) with an approximate daily peak capacity of 7.3 mgd will be required with any additional peak demand accommodated by installation of booster pumps.

Such a pipeline would have to be constructed at some time before 1990, and probably well before. For 10 or more years it would have a capacity in excess of that required, thereby generating potential pressure for more growth than is intended to be accommodated under the Phased Development policies. Thus, there is a potential growth-inducing effect in terms of the timing of new development. The Plan proposes to mitigate these potential effects (if such an alternative were selected) by phased development of pumping and treatment facilities to accommodate the amount of growth intended to be accommodated within a reasonable time horizon and in line with the availability of other public works, especially waste-water treatment capacity and roads. Such phasing will also result in a reduced financial burden in the early years of development. The District plans to phase construction of the pipeline and limit capacity as close as possible to that required by the City and County LCP phases.

### Floriculture Water

Availability and quality of water are critical for floriculture. Field flower growers cannot afford Coastside County Water District water even at current prices (see Section 8). At present, greenhouse operators cope with the high price of water by using it sparingly and by recycling. The primary concern, therefore, is with the availability and quality of water to ensure that the vital greenhouse industry in Half Moon Bay can continue to survive. The Plan is intended to ensure that the guaranteed availability of such water for floriculture is assured in the expansion of water supply capacity.

### Allocation of Water Supplies to Priority Uses

The Coastal Act requires that priority be given to certain land uses with regard to the allocation of public works capacities, including water. The Plan proposes a phased reservation of CCWD water for priority uses in Half Moon Bay. Priority uses include Commercial Recreation, Public Recreation, and Floriculture (Table 10.3, p. 189). These amounts are based on the allocation of land use in the Land Use Plan and proposed development phasing. Most of the irrigational needs for local recreation (local parks and playfields) will be met through the use of reclaimed waste-water from the sewage treatment facilities.





#### 10.4.3 Sewerage Facilities Issues

##### Adequacy of Existing Capacity

The SAM Phase I project capacity of 2 mgd will lack .7 - 1.0 mgd to meet County and Half Moon Bay needs by the year 2000.<sup>1</sup> It is thus inadequate to meet growth projected for the next 20 years.

Ultimate build-out will occur after 2000. How much development will take place over the next 20 years is unclear. ABAG projects a population increase of 15,200 persons in Half Moon Bay over the next 20 years, while the Plan allows for an increase of from 14,775 to 15,165 persons. The numbers could vary with household size and other public works capacities. Changes in household size and reduction in usage by existing customers, for example, could significantly affect residential estimates. Commercial and industrial sewage generation figures could vary even more, because they are based on data from limited existing development and generalized generation factors.

Expansion of the existing treatment plant only in accordance with interim allocations of outfall capacity to the City would probably result in the need for further expansion by 1990, only 10 years away, based on the Plan's provisions for phased growth. It would be necessary to construct additional treatment capacity to accommodate projected 20-year growth, even at the lowest likely increase in population provided for in the Plan and the San Mateo County LCP.

##### Phasing New Sewer Capacity

Generally, it is not cost-effective to phase sewage treatment expansion in increments that are very small. Typically, facilities are constructed to accommodate demand over a period of 20 years. However, where uncertainty exists regarding the precise timing and level of future demands, incremental construction may be desirable.

Both local and non-local funding sources are limited. The State Water Resources Control Board has determined that treatment facilities providing a capacity of 2.0 mgd average dry weather flow (adwf) are eligible for Federal and State funding. Additional capacity may have to be paid for locally. The Plan proposes that first-phase sewage treatment capacity be related to outfall capacity and foreseeable 20-year needs, on the basis of evaluation of the potential additional costs and long-term savings related to alternative project sizing. This evaluation must also consider the need for adequate capacity to meet priority use reservations, along with reasonable development needs, which will probably require first-phase treatment capacity in excess of interim allocated outfall capacity.

1. Although the County LCP estimates a demand by build-out (beyond year 2000) of 1.3 - 1.8 mgd in the unincorporated area, it establishes a need of 1.0 mgd by the year 2000; this Plan indicates requirements of from 1.7 - 2.0 mgd within the City by the year 2000; thus, total demand by the year 2000 will range from 2.7 to 3.0.



The Sewer Authority Midcoastside (SAM) has received a Coastal Development Permit to construct the 2.0 mgd treatment facility. The facility is under construction with an estimated completion date of May, 1984.

#### Reservation of Capacity for Priority Land Uses

As in the case of water, some sewer capacity must be reserved for priority land uses. One approach would be to reserve the same proportional amount of capacity for priority land uses as that needed when ultimate build-out occurs. In other words, if 10% of facility capacity will be needed at build-out to serve priority land uses, then 10% of existing and incremental capacity could be reserved for priority land uses. This approach protects priority land uses by ensuring that if other land uses develop more quickly, capacity for priority land uses will not be precluded. Enough capacity can be reserved to allow these uses to develop at least at the same rate as non-priority land uses. The sewage generation figures for priority land uses could be monitored and revised as development provides a more accurate estimate of sewage demand for each of these uses.

#### 10.4.4 Transportation Issues

Highways 1 and 92 are the only roads connecting Half Moon Bay with the rest of the region. Highway 1 also serves as the key north-south collector road, providing for local traffic connections among neighborhoods and between them and the downtown commercial core. To a lesser extent, Highway 1 provides for local circulation in and around downtown.

Limited road capacity for movement into, out of, and within the City, has long been recognized as a problem and constraint on new development, as indicated in past studies and the former General Plan's Circulation Element.<sup>1</sup> The Coastal

Act requires that limited road capacity not be consumed by new, non-priority development, at the expense of adequate service for priority uses, such as public recreation and visitor-serving commercial uses. The major issue involves potential conflict for transportation capacity between new residential development and reservation of adequate capacity for visitor travel to coastside beaches. The issue involves two components: commuter traffic and visitor traffic on Highways 1 and 92, and competition between local resident traffic and visitor traffic on local streets and Highway 1 (with some possible effect on Highway 92). In addition, the commuter-visitor traffic conflict issue is related to the Coastal Act policy that Highway 1 be limited to two lanes in rural areas, which could include portions of Highway 1 which link Half Moon Bay to San Francisco and other employment centers to the north. Therefore, the overall capacity of the existing transportation system to accommodate resident population growth must be considered.

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1. The following studies were used as sources for this analysis: the ABAG/MTC San Mateo Coast Corridor Evaluation, October, 1975 and the Dickert and Sorensen Study for Sea Grant, Collaborative Land Use Planning for the Coastal Zone: Half Moon Bay Case Study, December, 1978. The Circulation Element of the former General Plan also indicates traffic problems and potential solutions.





### Transportation Capacity to Accommodate New Commuters

At the present time, due to highly limited transit service to Half Moon Bay, commuter transportation capacity is primarily a function of the capacity of Highways 1 and 92. Road capacity is determined by roadway characteristics (curves, lane widths, pavement conditions, signalization, etc.); traffic characteristics (buses, recreational vehicles, local and long-distance movements, pedestrian traffic, turning frequencies, and intersecting roads, etc.); and expectations regarding service levels (smooth flow, stop-and-start, long waits at intersections). The level where actual delays are relatively short and traffic generally moves at speeds of 35-40 miles per hour without congestion is defined as Level "C". However, during peak commuter and recreational travel periods, roads generally function "at capacity," which is defined as Level "E", when vehicles rarely travel at speeds above 30 mph, long lines occur at intersections, and there is frequent stop-and-go traffic. Commuters' reasonable expectations are generally related to conditions they frequently experience; this is often Level of Service E. Often, commuters choose to travel outside the peak commuter period (e.g. 4:00-6:00 p.m.) in order to obtain a higher level of service; this results in a lengthening of the commuter travel period.

Past studies agree that the maximum capacity for each highway serving Half Moon Bay is about 1,400 vehicles per hour in each direction (Service Level E). If the desired service level were "C", the capacity drops to 1,100 vehicles per hour. Unused road capacity is the difference between total capacity (according to the chosen Level of Service) and current use, and represents the capacity available to serve new commuters without highway improvements. At the present time, peak periods of use occur on weekdays during the morning and evening commute hours and on weekends and holidays during mid-day and early evening hours.

Many employed people commute daily from Half Moon Bay to jobs in San Francisco or Bayside San Mateo County. It is estimated that just less than half the population of the City is in households containing one or more commuting workers. This pattern is expected to continue, with some expected decline in the share of the population associated with commuting workers as a result of an increase in the retired resident population, a higher proportion of workers, including commuting workers, per household and an increase in local employment opportunities (and housing to go with them provided for in the Plan).

Due to the fact that visitor travel occurs at different periods from commuter travel, there is little, if any, direct conflict between these two sources of demand for road capacity. However, there is existing and potential future competition for road capacity between commuters from Half Moon Bay and commuters from northerly areas, such as the Montara-Moss Beach El-Granada area and Pacifica, and between commuters and others making local work trips on the Coastside on Highway 1. Growth in all of these trips will increase the level of congestion and decrease the population growth which can be accommodated at a desired level of service, without expansion of road capacity. The desired level of service and resultant road capacity will depend on the amount of delay motorists will accept, whether motorists will shift the time of their commute, and potential shifts to transit use. Table 10.2 (p. 183) indicates the range of total population growth





which could be accommodated in Half Moon Bay, based on existing road capacity for commuters and variations in factors affecting available road capacity and its relationship to commuter-based population. This Table indicates that available, unused road capacity could support new City population growth in a wide range from 7,960 to 22,270 new persons without significant road improvements. This wide range results primarily from variations in assumptions regarding the period of commuting (e.g. 2 or 3 hours) and the amount of unused capacity consumed by Pacifica (0-25%). In addition, this projection assumes that available road capacity is split equally between growth in the unincorporated mid-coastside and growth in Half Moon Bay. Since the certified County LCP provides for only a total population of 12,000 by the year 2000, the projections of road capacity available to accommodate growth in the City are extremely conservative.

Based on the projected development proposed in this Plan and the certified County LCP, estimates of growth by the year 2000 can be handled on the existing highway system. However, the development projected to the year 2000 could cause lowest service levels and longest commuting time periods.

Given the wide range in the projection of supportable growth based on commuter use of available road capacity, early commitment to major expansion of Highway 1 or Highway 92 to meet commuter needs is neither required nor appropriate and could have growth-inducing impacts, contrary to Coastal Act policies.

The Plan also proposes several measures to minimize interference between local traffic and visitor traffic. These include (1) construction of the first link of Foothill Boulevard to provide a connection from Highway 92 to Highway 1 north of the current intersection for access to major State Beach facilities which will be located north of the highway; (2) relocation of the Venice Avenue beach access route to provide a future direct connection with the Foothill Boulevard bypass route; (3) restrictions on the creation of new streets connecting to Highway 1 and provisions for frontage roads as a part of new residential development in Planned Development Districts (Section 9); (4) installation of additional left-turn bays on Highway 1 at all primary and secondary access routes to the beach; (5) focusing new commercial development on downtown along the Main Street corridor and controlling access to Highways 1 and 92 where alternative access is available for new commercial developments; (6) increased separation of local traffic and visitor traffic along beach access routes to increase the flow of visitor traffic and installation of traffic diverters to keep visitor traffic out of the neighborhoods and encourage local residents to take alternative routes; (7) encouraging the use of remote parking facilities and beach transit service to accommodate peak recreation travel demands providing for better local circulation on City streets without encroaching on sensitive habitats or public recreation areas; and (8) enforcing the ban on parking along Route 1.

These measures should protect visitor access capacity by road and by transit at least until 1992 and even beyond, given the few days of the year during which peak congestion occurs. However, such improvements may not suffice, especially after that time. After 1992, if traffic conditions warrant, major improvements should be considered, including extension of the four-lane section of Highway 1 to



TABLE 10.2

**FUTURE DEVELOPMENT POTENTIAL IN HALF MOON BAY BASED ON COMMUTING WORKERS  
GIVEN EXISTING REGIONAL HIGHWAY SYSTEM AT DIFFERENT HIGHWAY SERVICE LEVELS**

	Highways 1 and 92 Service Level C*		Highways 1 and 92 Service Level E*	
	<u>Number of Households</u>	<u>Population</u>	<u>Number of Households</u>	<u>Population</u>
<u>New Growth</u>				
Employment Outside Sub-Region (Half of Mid-Coast Total)	1,500-4,040	4,011-11,126	2,190-5,420	5,951-15,607
Local Employment (Half Of Mid-Coast Total)	240-380	792-1,238	240-380	792-1,238
Non-Working, Retired	1,660-2,710	2,980-4,870	1,920-3,240	3,460-5,840
SUB-TOTAL	3,400-7,130	7,783-17,234	4,350-9,040	10,203-22,085
<u>Existing</u>	2,726	7,282	2,726	7,282
TOTAL AT BUILD-OUT	6,126-9,856	15,065-24,516	7,076-11,766	17,485-29,367

\*Service levels correspond to assumptions concerning the capacity of the roads. At Service Level C, it is assumed that the highways can accommodate a maximum of 1,100 cars per hour and maintain a relatively stable flow of traffic. Service Level E represents a condition at which the highway is "at capacity," 1,400 vehicles/hour. At this volume, the flow would be unstable, speed would be less than under "C", and there would be occasional stop-and-go traffic.

See calculations on facing page.





NOTES TO TABLE 10.2

	LEVEL OF SERVICE	
	C	E
Road Capacity (Vehicles Per Hour Commuter Period)	2,200	2,800
Commuter Population Employment Ratio	2.3	2.3
Commuter/Peak Hour Commuter X	1.25	1.25
Peak Hour Commuter/Vehicle X	1.5	1.5
Number of Peak Hours X	2-3	2-3
Capacity Competition*	0.75 - 1.0	0.75 - 1.0
<u>Equals Total Supportable Commuter-Related Population</u>	14,231-28,462	18,113-36,225
<u>Less:</u> Existing Commuter- Related Population (Total Mid-Coastside)	6,210	6,210
Equals New Supportable Commuter-Related Population X	8,021-22,252	11,903-30,015
One-Half	0.5	0.5
<u>Equals Half Moon Bay Share of New Commuter-Related Population</u>	4,011-11,126	5,951-15,007
<u>PLUS</u>		
New Local Employment X	400-625	400-625
Population/Local Employment Ratio	1.98	1.98
Equals Population Related to Local Employment	792-1,238	792-1,238
<u>PLUS</u>		
Population in Households Without an Employed Person (20% of Existing and Future)	2,980-4,870	3,460-5,840
PLUS EXISTING POPULATION	7,282	7,282
EQUALS TOTAL CITY POPULATION ASSOCIATED WITH COMMUTER ROAD CAPACITY	15,065-24,516	17,485-29,367

\*Capacity of 0.75 equal to a 25% reduction caused by Pacifica growth.



the City Limits in order to improve visitor access to the high-intensity areas of the State Beach. This Phasing Plan would appear to accord with policies incorporated into the MTC Regional Transportation Plan. Similar policies and the Coastal Act may limit improvements outside the City to operational and safety improvements proposed by the County for Highways 1 and 92.

Given uncertainty regarding the actual seriousness of potential conflicts in the future and the effect of the proposed mitigating measures, a phased approach is proposed to be taken with respect to improved local circulation and accommodation of local and resident traffic. Traffic conditions must be monitored to ensure that residential development does not consume road capacity required for visitors. Periodic evaluations should take into account establishment of a standard based on available recreation parking spaces on the shoreline, as provided in the Plan; the effect of improvements made during the prior period; the number of days each year that available road capacity is used to capacity; and the effect of improvements to Highway 92 in the unincorporated area on access to the City.

#### Transportation Capacity to Accommodate Ox Mountain and Lone Star Quarry

Another significant factor in providing adequate road capacity to the coastside, particularly on Highway 92, is the pending impact of the Ox Mountain regional solid waste disposal site one mile east of the City Limits on Route 92. By 1984 all bayside disposal sites will have been phased out and Ox Mountain will become the receptacle for all solid waste generated in San Mateo County. Most of the waste will be carried to Ox Mountain in 5-axle semi-trailer/tractor combination transfer trucks with a 22-ton (112 cubic yard) capacity measuring almost 60 feet long. When fully loaded, these large transfer trucks will use an amount of road capacity equal to approximately 20 passenger cars, or 1,500 new car equivalencies per weekday based on the 75 new truck trips per day expected by 1984.<sup>1</sup> When combined with the existing slow truck traffic now emerging from the Lone Star rock quarry site just one mile to the east, the impacts on road capacity and level of service due to the expected new Ox Mountain traffic will be severe, and these impacts are exclusive of any future arrangements that would allow the City and County of San Francisco to dispose of a similar volume of solid waste at Ox Mountain. As a result of these pending impacts, all options for increasing the safe capacity, particularly of Highway 92, in the near future should be left open while monitoring of these expected impacts is being carried out by the responsible agencies.

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1. Report titled "Truck Access Study for Ox Mountain Disposal Site" dated May 3, 1982, prepared for San Mateo County by P. R. C. Voorhees Consultants.



## 10.5 Policies

### 10.5.1 General Policies

#### Policy 10-1

After certification of the LCP, the City shall require a permit from any public utility, government agency, or special district wishing to undertake any development in the City, with the exceptions of State Universities and Colleges and development on public trust lands or tidelands as described in Section 30519(b) of the California Coastal Act.

#### Policy 10-2

As a condition of permit approval, special districts, public utilities, and other government agencies shall conform to the City's zoning ordinance and the policies of this Plan.

#### Policy 10-3

The City shall limit development or expansion of public works facilities to a capacity which does not exceed that needed to serve build-out of the Land Use Plan, and require the phased development of public works facilities in accordance with phased development policies in Section 9 and the probable capacity of other public works and services.

#### Policy 10-4

The City shall reserve public works capacity for land uses given priority by the Plan, in order to assure that all available public works capacity is not consumed by other development and control the rate of new development permitted in the City to avoid overloading of public works and services.

#### Policy 10-5

The City shall confine urban level services provided by governmental agencies, special districts, or public utilities to areas approved for urban development, except for water and sewer services required for recreational uses and road improvements provided for in the Plan.

#### Policy 10-6

The City shall limit the first phase capacity of each permitted public works facility to that capacity required for development existing and proposed within the Urban/Rural Boundary shown on the Land Use Plan Map.





#### Policy 10-7

The City shall request all agencies providing major (water, sewer, roads) utilities to monitor their services. Based upon actual use (reported annually to the City) of services, the City shall determine the need and timing for additional services. The City will coordinate all involved agencies to establish the ability of individual service system capacities to expand further and identify prospective funding sources for such expansion.

#### 10.5.2 Water Supply Policies

#### Policy 10-8

The City shall request the Coastside County Water District to annually inform the City of current system capacity, surplus available to new users, and scheduling for a Crystal Springs pipeline or other capacity increases.

#### Policy 10-9

The City will support an increase in the water supply to capacity which will provide for, but not exceed, the amount needed to support build-out of the Land Use Plan of the City and County within the Coastside County Water District.

#### Policy 10-10

The City will support phased development of water supply facilities (chiefly pumping stations and water treatment facilities) so as to minimize the financial burden on existing residents and avoid growth-inducing impacts, so long as adequate capacity is provided to meet City needs in accordance with the phased development policies (including expected development to the year 2000) and allocations for floriculture uses.

#### Policy 10-11

The City will support expansion of water supplies by those sources and methods which produce the highest quality water available to the area in order to assure the highest possible quality of water to horticulture. All such supplies shall, at minimum, meet potable water standards for domestic use and the highest practicable quality for floriculture.

#### Policy 10-12

The City will support equal water rates for agricultural users and residents.



#### Policy 10-13

The City will support and require reservation of water supplies for each priority land use in the Plan, as indicated on Table 10.3 (p. 189) for build-out, and shall monitor and limit building permits accordingly. The amount to be reserved for each phase of water supply development shall be the same percentage of capacity for priority uses as that needed at build-out, until a determination is made that a priority use need is satisfied by the available reservation.

#### Policy 10-14

If new or increased well production is proposed to increase supply, the City shall require that:

- (a) Water quality be adequate, using blending if required, to meet the water standards of Policy 10-12.
- (b) Wells are installed under inspection according to the requirements of the State and County Departments of Public Health.
- (c) The amount pumped be limited to a safe yield factor which will not impact water-dependent sensitive habitats, riparian habitats, marshes, and agricultural water use.
- (d) Base the safe yield and pumping restriction on studies conducted by a person agreed-upon by the City and the applicant which shall (1) prior to the granting of the permit, examine the geologic and hydrologic conditions of the site to determine a preliminary safe yield which will not adversely affect a water-dependent sensitive habitat; (2) during the first year, monitor the impact of the well on groundwater and surface water levels and quality and plant species and animals of water-dependent sensitive habitats to determine if the preliminary safe yield adequately protects the sensitive habitats and what measures should be taken if and when adverse effects occur.

#### Policy 10-15

The City will encourage the use by Coastside County Water District of user fees and standby fees to assure the availability of water to horticulture without assessment for water supply facilities designed to serve urban users.

#### Policy 10-16

The City will support pricing of reclaimed water at an economic level beneficial to all parties concerned.





TABLE 10.3

NEW CCWD WATER CAPACITY TO BE RESERVED FOR PRIORITY  
LAND USES UNDER THE HALF MOON BAY LCP AT YEAR 2000

---

	<u>ANNUAL DEMAND (mgd)</u>
<u>Coastal Act Priorities</u>	
Marine-Related	
<u>Commercial-Recreational</u>	
Equestrian Facilities	.01
Hotel/Motel	.03
Restaurant	<u>—</u>
	.04
<u>Public Recreational</u>	
Local Recreation (local parks, playfields)	.02*
Campsites	.02
Beaches	<u>.02</u>
	.06
<hr/>	
Indoor Floriculture	.20
Field Flowers and Vegetables	<u>.04</u>
	.24
 Total Water Capacity for Priority Land Uses	 <u>.34</u>

\*Based on maximum use of reclaimed water.



### 10.5.3 Sewer Facility Policies

#### Policy 10-17

The City will support and permit an increase in capacity of Half Moon Bay and/or Sewer Authority Mid-Coastside Sewage Treatment Plant and related facilities to provide for, but not exceed, the amount required to support build-out of Land Use Plan of the City and any other district within the Coastal Zone participating in the provision and utilization of sewage treatment facilities, with an ultimate allocation to the City of a share of capacity not less than its share of build-out permitted under the City Coastal Land Use Plan for the area currently within the City's service area. The area identified as being within the Urban/Rural Boundary by the Land Use Plan is the sewer service area for Phase I Sewer Authority Mid-Coastside Development.

#### Policy 10-18

The City will support and require phased development of the treatment plant to minimize the financial burden on existing residents, to avoid growth-inducing impacts not consistent with the phased development policies in the Plan and consult with San Mateo County when determining the timing and capacities of service expansion.

#### Policy 10-19

Outfall capacity of Phase I shall continue to be limited by the Joint Powers Agreement of Sewer Authority Mid-Coastside to average dry weather flows of 2.0 mgd until a determination is made that additional capacity will be required. Treatment plant capacity may be permitted to exceed this amount, in accordance with Policy 10-17 and 10-18, if it is determined that it would be cost-effective to construct larger capacity in the first phase of expansion to serve development expected by the year 2000.

#### Policy 10-20

The City may extend its sewer service boundary to include that part of the City of Half Moon Bay within the Granada Sanitary District, provided that (1) the corresponding share of outfall and treatment plant capacity allocated for growth in such area is transferred to the City; (2) the area is detached from the Granada Sanitary District; and (3) an agreement is reached between the City and the District regarding transfer of facilities, equipment, other assets, and corresponding obligations.

#### Policy 10-21

The City will reserve sewage treatment capacity for priority land uses as provided on Table 10.4 (p. 191). The amount to be reserved for each phase of sewage treatment capacity shall be the same percentage of capacity for priority uses as that needed at build-out, until a determination is made that a priority use need is satisfied by the available reservation.



Policy 10-22

Sanitary sewer connections shall be limited to areas designated for urban development on the Land Use Plan Map, with the exception of connections required to serve priority land uses, including on-farm residences, greenhouses, equestrian facilities, and other commercial recreation, and public recreational uses.

Policy 10-23

Prior to construction or additions to the Half Moon Bay Treatment Plant, SAM shall submit a plan for noise and odor control that mitigates potential impact on air quality or ambient noise levels affecting surrounding areas of residential or recreational use.

TABLE 10.4

SEWAGE TREATMENT CAPACITY TO BE RESERVED FOR  
PRIORITY LAND USES UNDER THE HALF MOON BAY LCP (mgd, adwf)

<u>Coastal Act Priorities</u>	<u>City of Half Moon Bay</u>	<u>Granada Sanitary District</u>	<u>Total</u>
Commercial/Recreational	.03	-	.03
Public Recreation	.03	.01	.04
TOTAL	.06	.01	.07





#### 10.5.4 Transportation Policies

##### Policy 10-24

The City shall support expansion of highways connecting Half Moon Bay with the remainder of San Mateo County to capacities which do not exceed that needed to accommodate commuter or recreational traffic required at Plan build-out, while maintaining accepted standards of traffic safety.

##### Policy 10-25

The City will support the use of Level of Service C as the desired level of service on Highways 1 and 92, except during the peak two-hour commuting period and the ten-day average peak recreational hour when Level of Service E will be acceptable.

##### Policy 10-26

The City will support improvements to Highways 1 and 92 outside the City, including phased increases in capacity. First priority being safety improvements to Highway 92; second priority, construction of Devil's Slide bypass.

##### Policy 10-27

The City will recommend to CalTrans installation of improvements on Highway 1 to improve safety and recreational traffic flow and minimize local and visitor traffic conflicts, including signs and left-turn bays at beach access routes. Request CalTrans undertake the widening of Highway 1 to four lanes within the City.

##### Policy 10-28

The City will encourage SamTrans to provide weekend arterial bus service to the Half Moon Bay State Beach along Main Street and Kelly Avenue and to consider a downtown-beach shuttle service during periods of peak visitor attraction and recreational use as shown on the Access and Circulation Concept Map.

##### Policy 10-29

The City will encourage and seek to provide additional parking capacity with a portion reserved for remote parking to serve a transit shuttle service to the beach, and request the high school to make available its parking facilities as feasible. Seek to locate a suitable transit terminal in or near the City, such as the southerly terminus of the proposed Devil's Slide bypass.

##### Policy 10-30

The City will require that CalTrans, in connection with improvements to Highways 1 and 92 in the City, provide adjacent facilities for bicycles and pedestrians. When the facilities are adjacent to each other, there shall be a physical barrier.



Policy 10-31

The City will require participation in an assessment district for properties for which new development is approved in accordance with this Plan along the designated Foothill Boulevard alignment, as indicated on the Land Use Plan Map, in order to provide funding for this new coastal access and bypass route. This roadway shall provide for through-traffic and local street connections shall be minimized to the extent feasible and on-street parking shall not be allowed.

Policy 10-32

The City shall require, as a condition of approved private development, the improvement or financial participation in the improvement of all primary and secondary beach access routes indicated on the Land Use Plan Map where development is permitted adjacent to such access route or is served by it.

Policy 10-33

The City will enforce parking regulations on beach access routes which are City streets.

Policy 10-34

The City will limit access to new development from designated beach access routes, Highways 1 and 92, except where no alternative access is possible, consistent with public safety and enhanced circulation of visitors and residents.

Policy 10-35

The City shall seek to improve east-west connections between the downtown core and nearby neighborhoods which will alleviate resident traffic on Highway 1 and shall install traffic diverters to achieve a greater separation of local and visitor traffic.

Policy 10-36

The City will not permit a north-south roadway to be constructed in the regional recreation area, but will encourage the phased provision of a trail between Kelly Avenue and Venice Avenue usable for beach management and by horses, bicycles, and pedestrians to improve visitor access to beach facilities, if it is determined that there will be no significant adverse effect on the mouth of Pilarcitos Creek.

Policy 10-37

The City encourages the expansion of Highway 92 to four lanes by 1990, should the expected traffic impacts of the Ox Mountain regional disposal site and Lone





Star Quarry warrant it. Should this expansion become necessary, it should not be to freeway standards, though it may use sections of the modified freeway alignment if it is determined physically, economically, or environmentally infeasible to widen the existing alignment to four lanes. A possible alternative solution may be a separate service road for truck traffic to Ox Mountain and the Lone Star Quarry. This service road could also be used for emergency and overflow tourist traffic during weekends and holidays. A second possible alternate solution is the use of some other means of transporting said solid waste to Ox Mountain, e.g. a conveyor system.



## MAPS

The maps found on the following pages are, together with the policies which make reference to them, a part of the Land Use Plan; they are as follows:

Land Use Plan Map

Access Improvements

Habitat Areas and Water Resources Overlay

Geologic Hazards Overlay

Visual Resources Overlay

Coastal Access and Circulation Map

Wavecrest Restoration Plan

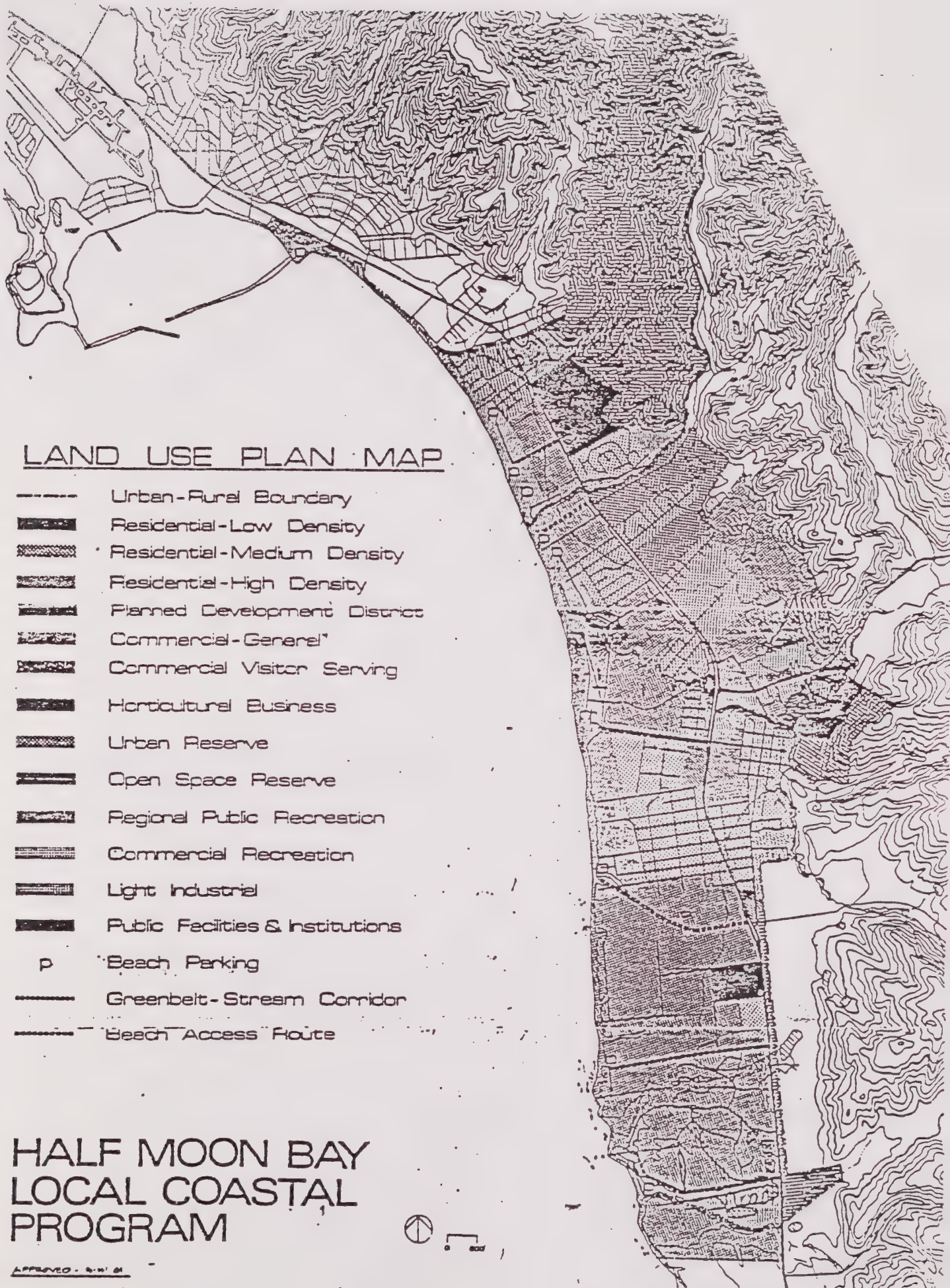


NOTES TO LAND USE PLAN MAP (Facing Page)

1. Land use designations within Planned Development Districts are not site specific; refer to Policies in Section 9.3.3 - 9.3.16 for a full discussion of the intent of this designation for each area so designated. Residential density designations within Planned Development Districts refer to the overall density of the district; site densities would be higher.







# LAND USE PLAN MAP

- Urban-Rural Boundary
- [Pattern] Residential-Low Density
- [Pattern] Residential-Medium Density
- [Pattern] Residential-High Density
- [Pattern] Planned Development District
- [Pattern] Commercial-General
- [Pattern] Commercial Visitor Serving
- [Pattern] Horticultural Business
- [Pattern] Urban Reserve
- [Pattern] Open Space Reserve
- [Pattern] Regional Public Recreation
- [Pattern] Commercial Recreation
- [Pattern] Light Industrial
- [Pattern] Public Facilities & Institutions
- p Beach Parking
- Greenbelt-Stream Corridor
- Beach Access Route

HALF MOON BAY  
LOCAL COASTAL  
PROGRAM

APPROVED - 6-10-84





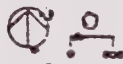


## ACCESS IMPROVEMENTS

- City Boundary
- ..... Extend Trail
- Path / Steps
- ⋯⋯⋯ Pave Breakwater
- <<<< Equestrian Trail
- Surface Road
- ⊙ Surfaced Parking: 1-99 spaces
- ⊕ " " " " 100-200 "
- ▲▲▲ Traffic Diverter
- △ Signs
- Upgrade Intersection

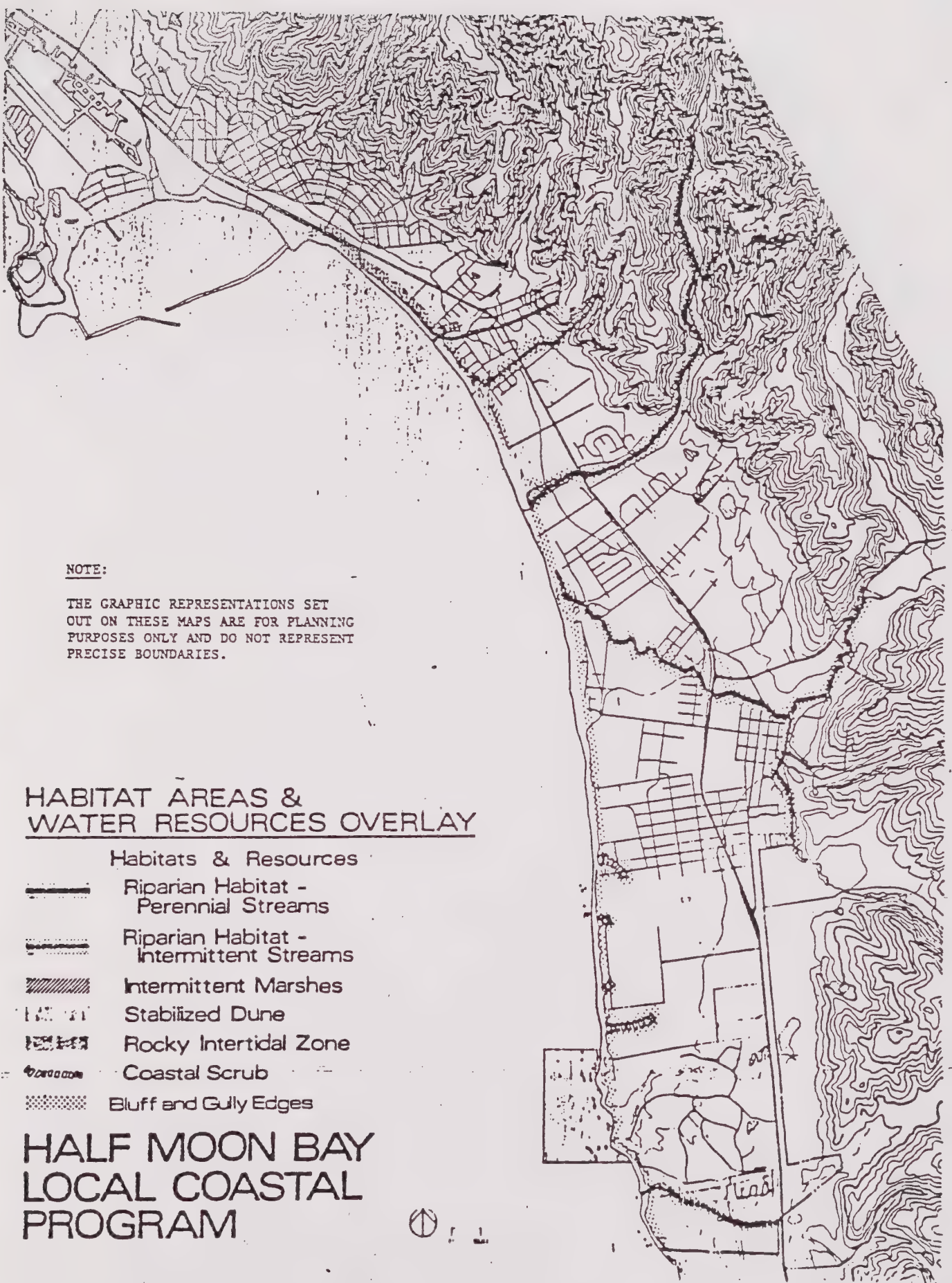
NOTE: ALIGNMENT OF  
UNIMPROVED ROUTES  
IS SCHEMATIC ONLY

## HALF MOON BAY LOCAL COASTAL PROGRAM







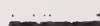
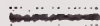







NOTE:

THE GRAPHIC REPRESENTATIONS SET  
OUT ON THESE MAPS ARE FOR PLANNING  
PURPOSES ONLY AND DO NOT REPRESENT  
PRECISE BOUNDARIES.

HABITAT AREAS &  
WATER RESOURCES OVERLAY

Habitats & Resources

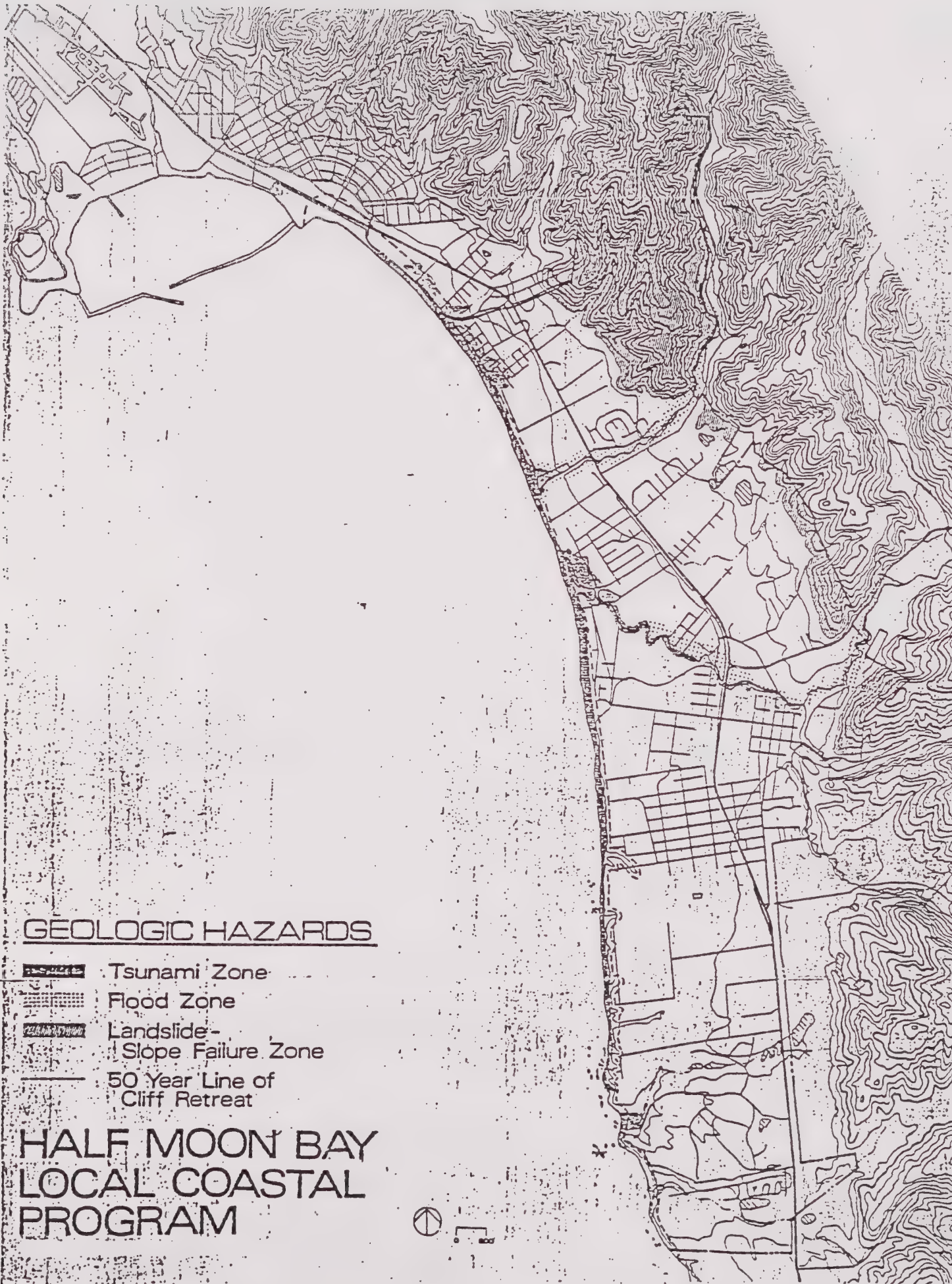
-  Riparian Habitat -  
Perennial Streams
-  Riparian Habitat -  
Intermittent Streams
-  Intermittent Marshes
-  Stabilized Dune
-  Rocky Intertidal Zone
-  Coastal Scrub
-  Bluff and Gully Edges

HALF MOON BAY  
LOCAL COASTAL  
PROGRAM

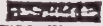

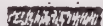









## GEOLOGIC HAZARDS

-  Tsunami Zone
-  Flood Zone
-  Landslide-Slope Failure Zone
-  50 Year Line of Cliff Retreat

HALF MOON BAY  
LOCAL COASTAL  
PROGRAM



1" = 100'





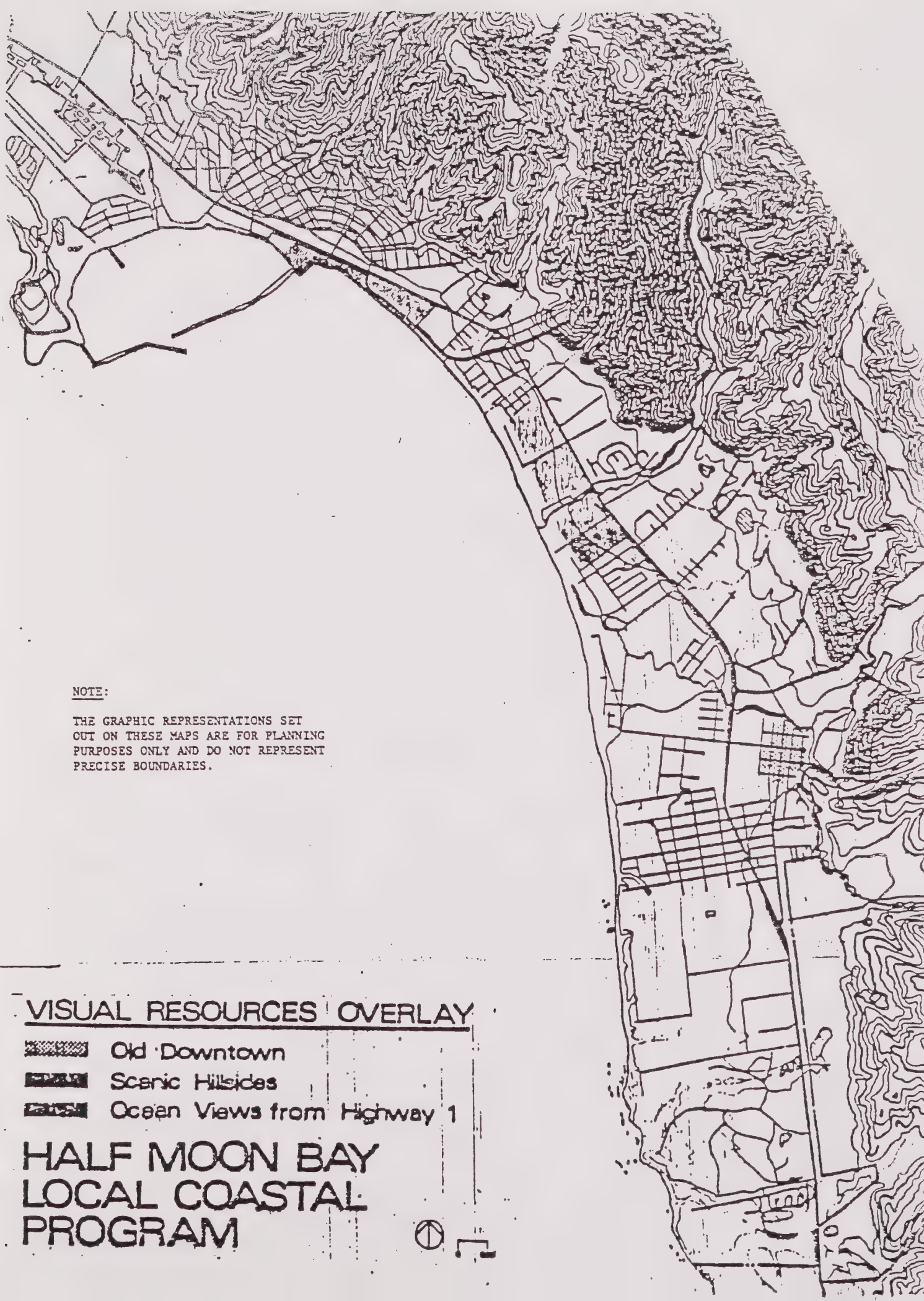
NOTE:

THE GRAPHIC REPRESENTATIONS SET  
OUT ON THESE MAPS ARE FOR PLANNING  
PURPOSES ONLY AND DO NOT REPRESENT  
PRECISE BOUNDARIES.

VISUAL RESOURCES OVERLAY

-  Old Downtown
-  Scenic Hillsides
-  Ocean Views from Highway 1








HALF MOON BAY  
LOCAL COASTAL  
PROGRAM



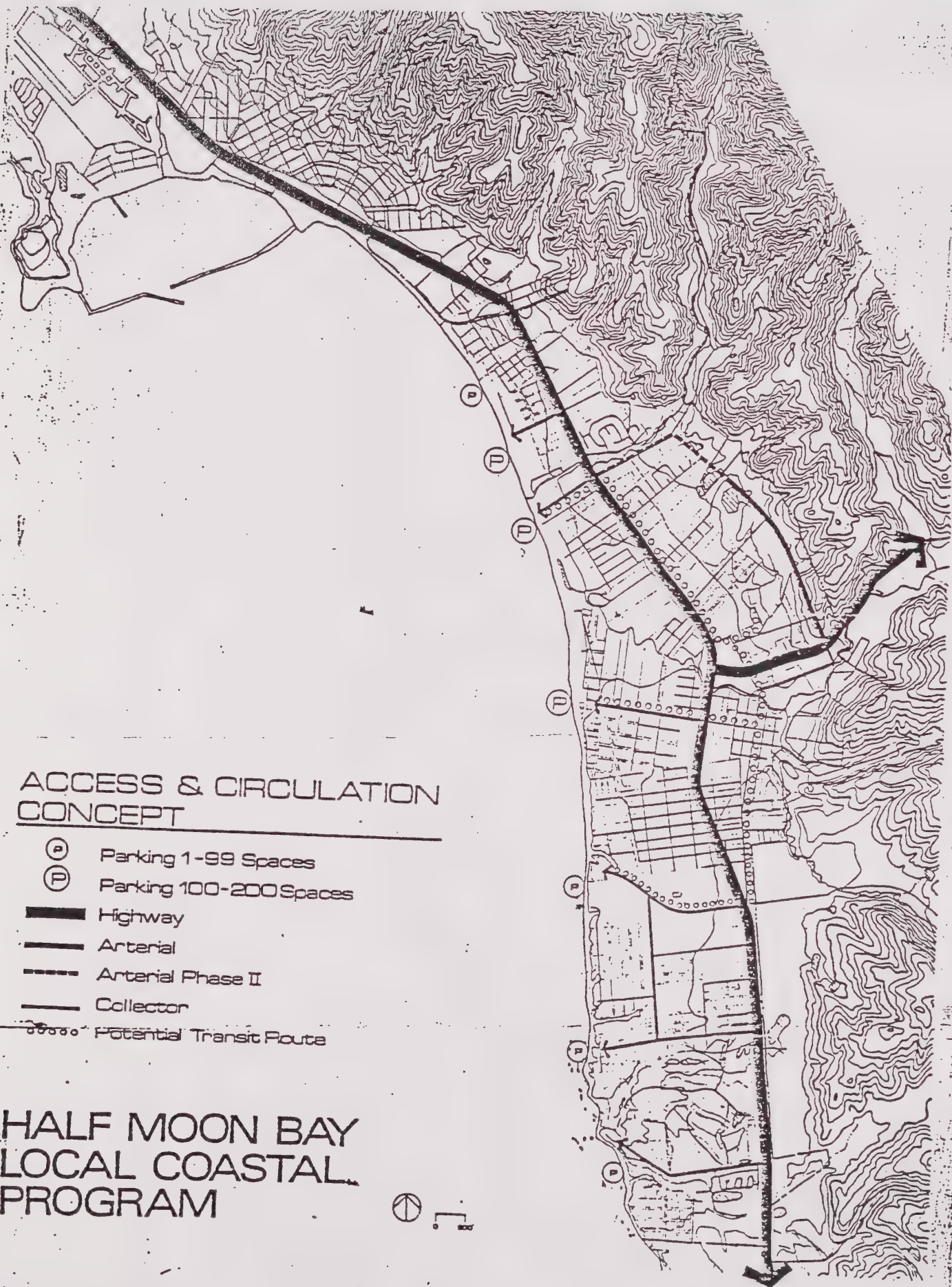




## ACCESS & CIRCULATION CONCEPT

-  Parking 1-99 Spaces
-  Parking 100-200 Spaces
-  Highway
-  Arterial
-  Arterial Phase II
-  Collector
-  Potential Transit Route

## HALF MOON BAY LOCAL COASTAL PROGRAM













### CHAPTER III: IMPLEMENTATION PLAN - ZONING MEASURES TO CARRY OUT THE LAND USE PLAN

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Local Coastal Program Regulations, Section 00071, require that in submission of the Land Use Plan for the Local Coastal Program, a general indication be given of zoning measures that will be used to carry out the plan. This Chapter is intended to provide such information. Once the Land Use Plan is certified by the Commission, action will be taken by the City, subject to State funding, to conform and expand its existing ordinances to the approved Land Use Plan and to provide the basis for other implementing measures needed to carry out the Plan, in accordance with the approved work Program for the Local Coastal Program, Implementation Phase.

The following list of expected implementing measures indicate the types of changes in ordinances and actions which are expected to be included in the Implementation Phase. The list is not exhaustive; more detailed analysis will occur subsequent to Land Use Plan certification.

#### ZONING ORDINANCE AMENDMENTS

1. Permit requirements for all developments, including those undertaken by special districts and State Agencies.
2. Modifications of the text of the existing C-3 Zoning District to exclude or limit those uses not provided for under Coastal Act and Land Use Plan policies and to include priority visitor-oriented uses; addition of new zoning district for commercial recreation, not including visitor accommodations, restaurants and similar uses.
3. Addition of new sections (or adoption of a separate ordinance) to provide for regulation and performance standards which will implement policies in the Plan on hazards, hillside and water resource protection, landform alteration and protection of sensitive habitats.
4. Addition of new section providing for maintenance of visual resources, including standards for designated downtown historic district and maintenance of views in designated view areas.
5. Extension of design approval requirements to new residential development, except for single-family homes on in-fill lots.
6. Addition of section setting forth standards and report procedures to implement policies on protection of archaeological resources.



7. Addition of section providing for adoption of specific plans and effect under zoning ordinance for Planned Development Districts designated in the Land Use Plan.
8. Modification of current procedures for administration of ordinance to provide clear delineation of authority among Planning Director, Planning Commission and City Council with respect to approval of permits, required findings and necessary documentation; also, to clarify notice requirements.
9. Revision of Zoning Map to correspond with changes in Land Use designations on the Land Use Plan Map.
10. Preparation of Overlay Zoning Maps to correspond with Land Use Plan Overlay Designations.
11. Addition of chapter providing for phasing development and control over the rate of growth and allocation of public service capacities among uses, including reservations for priority uses.
12. Modification of text of greenbelt zoning districts to exclude prohibited uses under the Land Use Plan.

#### SUBDIVISION ORDINANCE

1. Include provisions applicable to all divisions of land, incorporating Land Use Plan policies with respect to division of lands under Urban Reserve and Open Space Reserve designations.
2. Provision for regulation of new subdivisions in accordance with phasing provisions of the Zoning Ordinance.
3. Additions of provisions for dedication and improvement of accessways, improvement of access routes, and dedication of beaches and ocean-front land.
4. Modification of requirements for streets to control connections to visitor and beach access routes and to ensure better local circulation.
5. Addition of new standards for grading, vegetation removal, watercourse alteration and protection, protection from erosion and ensuring water recharge.
6. Addition of standards for reservation of public service capacity for priority uses within subdivisions.



## PARK DEDICATION ORDINANCE

1. Modification of standards for dedications in accordance with Planned Development District requirements.
2. Amendment of in-lieu fee requirement to correspond with equivalent value of dedicated land.

## OTHER IMPLEMENTING MEASURES

1. Phased program and budget for local circulation improvements, including traffic diverters, street extensions and improvements.
2. Adoption of Scenic Highway Ordinance.
3. Preparation of application for funding portion of Foothill Boulevard construction and relocated Venice Avenue to improve access to the beach.
4. Participation in the Wavecrest Restoration Project for acquiring and consolidating old subdivisions in the project area for redevelopment.









#### CHAPTER IV: COASTAL LAND USE PLAN AMENDMENTS

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Once the Coastal Land Use Plan is certified to be in conformity with the California Coastal Act by the State Coastal Commission, any subsequent amendments will also require certification by the Commission, in accordance with Coastal Act Section 30514. The Commission is required to establish regulations governing the procedure by which such proposed amendments will be reviewed and certified. Certain amendments will be determined to be minor and therefore not requiring certification. The Act provides that amendments which allow changes in land uses from those designated in the Plan will not be designated as minor. All changes in implementing ordinances, local regulations and other implementing measures certified as in conformity with the Land Use Plan will also require certification in the same manner as plan amendments.

The Coastal Land Use Plan is part of the Half Moon Bay General Plan. Government Code Section 65631 provides that only three amendments each year to a mandatory element of a General Plan may be processed and approved by a city. The city must determine its own rules regarding processing and approval of amendments. It is anticipated that special procedures, if any, to be used by the city in processing amendments will be determined after the Coastal Commission has issued regulations regarding processing and certification of amendments. Until that time, it is proposed that amendments will be processed and approved by the city, for certification by the Commission, as needs for changes arise due to changes in circumstances or better information.









## APPENDICES



## APPENDIX A: SPECIAL DEFINITIONS

### DEVELOPMENT

Development means, on land, in or under water, the placement or erection of any solid material or structure; discharge or disposal of any dredged material or of any gaseous, liquid, solid or thermal waste; grading, removing, dredging, mining, or extraction of any materials; change in the density or intensity of use of land, including, but not limited to, subdivision pursuant to the Subdivision Map Act (commencing with Section 66410 of the Government Code) and any other division of land, including lot splits, except where the land division is brought about in connection with the purchase of such land by a public agency for public recreational use; change in the intensity of use of water, or of access thereto; construction, demolition or alteration of the size of any structure, including any facility of any private, public or municipal utility; and the removal or harvesting of major vegetation other than for agricultural purposes, kelp harvesting, and timber operations which are in accordance with a timber harvesting plan submitted pursuant to the provisions of the Z'berg-Nejedly Forest Practice Act of 1973 (Commencing with Section 4511).

As used in this Plan, "structure" includes, but is not limited to, any building, road, pipe, flume, conduit, siphon, aqueduct, telephone line, and electrical power transmission and distribution line. Where reference is made to "substantial structure," the term includes buildings and other non-surface construction involving an enclosed space above ground.

### URBAN DEVELOPMENT

Development of and on land for residential, commercial, industrial, and recreational purposes, involving densities typical of an urban area, and not including on-farm residences, greenhouses, other structures and facilities used for agricultural purposes or in connection with uses permitted under Urban Reserve and Open Space Reserve designations, or facilities for public or commercial recreation purposes located in remote areas or otherwise involving very limited structures and low building densities and not requiring urban level services such as sewers and public water supplies.

### STREAM BANK AND BANK EDGE

The bank of a stream shall be defined as the relatively permanent elevation or acclivity at the outer line of the stream corridor which separates the bed from adjacent upland, whether valley or hill, and serves to confine the water within the bed and to preserve the course of the stream. The bank edge is the upper termination of the bank. In areas where a stream has no discernible bank, the boundary shall be measured from the line closest to the stream where riparian vegetation is permanently established. The bank edge generally defines an area of positive drainage perpendicular to the stream.





## BLUFF AND FOREDUNE EDGE

The bluff edge shall be defined as the upper termination of a bluff, cliff or seacliff. The foredune edge shall be defined as the seaward edge of the dune closest to the sea.

## RIPARIAN AREA

The Local Coastal Plan defines riparian area as any area of land bordering a stream, including its banks. It includes land at least up to the highest point (in cross-section) of an obvious channel or enclosure of a body of water. Such areas extend to the outer edge of appropriate indicator plant species (see Riparian Vegetation).

## RIPARIAN VEGETATION

Riparian vegetation requires or tolerates soil moisture levels in excess of that available in adjacent terrestrial areas, and is typically associated with the banks, edges or terrestrial limits of freshwater bodies, watercourses and surface emergent aquifers. Riparian vegetation can be distinguished from adjacent upland vegetation as it forms a visually distinct and structurally separate linear plant assemblage along the shoreline of waterways. Vegetation shall be considered to be riparian if at least 50% of the cover in an area is made up of riparian species.

The following are species commonly found in San Mateo County riparian areas: (1) California cordgrass, (2) Red alder, (3) Jaumea, (4) Pickleweed, (5) Big leaf maple, (6) Narrowleaf cattail, (7) Arroyo willow, (8) Broadleaf cattail, (9) Horsetail, (10) Creek dogwood, (11) Black cottonwood, and (12) Box elder.

## WETLAND

For San Mateo County, it is appropriate to adapt the definition of wetland used by the U. S. Fish and Wildlife Service (Classification of Wetlands and Deep-Water Habitats of the United States, (1977)). This definition embraces several important concepts which are relevant to the San Mateo Coast: (1) the relationship of the water table with respect to the ground surface; (2) the duration of the water on or at the surface; (3) the soil types involved with the permanent or temporary saturated conditions; and (4) the flora and fauna adapted to the wet conditions.

The most important feature which acts as a common denominator is the soil as indicated in Item 3, above. As a result of the above considerations, the Local Coastal Plan adopts the following U S. Fish and Wildlife Service definition of wetland:



Wetland is an area where the water table is at, near, or above the land surface long enough to bring about the formation of hydric soils or to support the growth of plants which normally are found to grow in water or wet ground. Such wetlands can include mudflats (barren of vegetation), marshes, and swamps. Such wetlands can be either fresh or saltwater, along streams (riparian), in tidally influenced areas (near the ocean and usually below extreme high water of spring tides), marginal to lakes, ponds, and man-made impoundments. Wetlands do not include areas which in normal rainfall years are permanently submerged (streams, lakes, ponds and impoundments), nor marine or estuarine areas below extreme low water of spring tides, nor vernal wet areas where the soils are not hydric.





## APPENDIX B: LAND USE DESIGNATIONS

The following definitions describe the principal permitted uses for each land use designation indicated on the Land Use Plan Map (see also the discussion in Sections 2, 8, and 9).

### RESIDENTIAL

Density is the primary parameter by which residential land uses are defined. Density is used to describe the number of dwelling units permitted per acre of land over a relatively large area so designated. Zoning will prescribe such densities either in terms of the number of dwelling units permitted on a lot of a given size or, in the case of a Planned Unit Development, the number of total units permitted in the entire development so designated. Within areas designated for residential development, the principal permitted uses may include dwellings, public and private open space, and accessory buildings. Conditionally permitted uses may include mobile homes, churches, fire stations, golf courses, and equestrian facilities or tennis courts serving more than one dwelling, libraries, schools, parking serving other than residential development, charitable institutions, hospitals and clinics, dormitories, boarding and lodging houses and child day care or special care homes.

#### Low Density Residential (0.3 - 2.0 Units Per Acre)

The intent of this designation is to provide for single-family residential development at relatively low overall densities, although clustering of homes, including both detached and attached dwellings, may be permitted and may result in higher densities on specific sites or parcels. Where such designations coincide with the Planned Development District designation, the intent is that the specified density should be applied on a district-wide basis, rather than to specific parcels or sites.

#### Medium Density Residential (2.1 - 8.0 Units Per Acre)

This designation is intended to apply primarily to areas that are already partially developed and have potential for in-fill development at densities comparable to those already existing. It is intended to be consistent with existing zoning for single-family development with minimum lot sizes ranging from 5,000 to 20,000 square feet. Both detached and attached single-family dwellings and duplexes may be permitted.

#### High Density Residential (8.1 - 25.0 Units Per Acre)

This designation is intended to apply to areas suitable, and generally already partially developed, for multi-family development or high density single-family development, generally consistent with existing zoning for multi-family development with permitted development as high as one dwelling unit for every 1,500 square feet of area.



## PLANNED DEVELOPMENT DISTRICT

As fully described in Section 9 of this Plan, this designation has been given to generally large, undeveloped parcels and areas suitable for residential use, with possible inclusion of neighborhood recreational facilities, commercial recreation and office/industrial. The purpose of this designation is to prevent piecemeal development and to replan old subdivisions by requiring that the entire area or parcel be planned as a unit and be developed in accordance with such a plan. Use of flexible and innovative design concepts is encouraged. Refer to Section 9.3.2 for detailed requirements and permitted uses.

## COMMERCIAL-GENERAL

This designation has been used to denote areas suitable for many types of commercial activities, including downtown business uses and arterial commercial uses not restricted to visitor-serving facilities. Permitted uses range from convenience activities which serve day-to-day needs to general office, wholesale, retail and other commercial activities. It is intended to be consistent with existing zoning for general and neighborhood commercial uses.

## COMMERCIAL-VISITOR SERVING

The intent of this designation is to cater to the needs of visitors attracted to coastal recreation. Visitor-serving commercial uses not also provided for in the general commercial areas will normally be found adjacent to coastal recreation areas or along Highway 1. The intensity and nature of commercial development shall be subordinate to the character of the recreational setting and existing neighborhood character. Uses may include hotels, motels, restaurants, bars, equestrian supply stores, clubs, guest ranches and lodges, recreational vehicle campsites, art galleries, fishing and boating facilities, golf courses and sales and related uses. Uses not permitted under this designation include unrelated retail, office and professional services, service stations and other highway related services normally found in the general commercial area. This designation is intended to be generally consistent with, but more restrictive than the existing C-3, Recreational-Commercial Zoning.

## HORTICULTURAL BUSINESS

This designation is specifically intended to accommodate the City's important horticulture/floriculture industry, permitting both field production and the use of nurseries and greenhouses for cultivation, but excluding retail sales. The designation is generally consistent with the existing Zoning Designation A-1, but more restrictive with respect to accessory dwellings.

Minimum parcel size is 15 acres, except where existing parcels are smaller. Accessory buildings related and customarily incidental to the principal use would be





permitted, including housing for persons employed on the premises; however, no principal dwelling would be permitted. For the purposes of this report the terms horticulture and floriculture are mutually interchangeable. Policies in Section 8 apply more specific requirements with specific siting of structures.

## URBAN RESERVE

This designation is intended to reserve primarily open land in existing open field floricultural use and not suitable for greenhouse development for continuation of such use as long as economically feasible and as a reserve for logical subsequent urban expansion once substantial new development has been accommodated on sites designated for new urban development on the Land Use Map. Land under this designation is clearly within the perimeter of existing urban development; continuation of existing uses is not likely to be permanently viable. This designation will reserve such lands for subsequent accommodation of urban infill needs. Permitted uses under the designation are restricted to all open field agricultural uses, except the raising of livestock; accessory buildings related to agricultural uses, including the retail sale of products produced on the premises; residential structures for those employed on the premises and one dwelling for the farm manager or operator for any parcel of at least 15 acres; open recreation uses, such as camping and horseback riding, and minor accessory structures, including stables on parcels of not less than 50 acres. Conditions to be met for urban development and applicable restrictions are contained in Sections 8 and 9.

## OPEN SPACE RESERVE

This designation is intended to reserve open land on the perimeter of existing developed areas for accommodation of new development needs once the remainder of the City has been substantially developed. Lands in this category include hilly uplands with limited suitability for intensive cultivation representing timber and open space resources and having future potential only for very low density development or recreational use and lands with capability for some cultivation until no significant amount of land remains in the City to accommodate reasonable growth requirements. Permitted uses under this description are limited to 1 unit per 50 acres.

## REGIONAL PUBLIC RECREATION

The purpose of this designation is to identify and preserve the major coastal recreational resource in the City, the beaches and associated uplands which are in public ownership and should be maintained as a State Beach managed by the Department of Parks and Recreation. Permitted uses would include outdoor recreation, parking to provide for visitors, information centers and structures ancillary to public recreation area maintenance, including headquarters and dwellings for employees on the premises, picnic facilities and tent campsites. Detailed policies and standards are found in Section 2. Conditionally permitted uses include, where not specified in Section 2, restaurants or food stands, recreational vehicle parks and retail concessions catering to visitors related to the recreational use.





This designation is generally consistent with, but more restrictive than, existing Zoning, GB-2, Greenbelt-Public Beaches, Parks and Open Spaces.

## COMMERCIAL RECREATION

This designation is intended to provide for commercially-operated recreational facilities which are appropriate for and may contribute to the coastal recreational experience for visitors and residents alike. Permitted uses may include tennis ranches and courts, riding stables and horse rental and boarding facilities, golf courses, swimming facilities, marinas and similar uses.

## LIGHT INDUSTRIAL

This designation is intended to provide for wholesaling, distribution, heavy commercial manufacturing, repair, construction, storage and related uses or other large-scale commercial areas due to the characteristics associated with their activities. It is applied to areas identified as appropriate for expansion of such uses within the City in order to assure adequate provision for such business otherwise excluded from the downtown commercial area. Permitted uses would not include heavy manufacturing or energy-related facilities but could include a variety of public works or public utility uses, including storage of flammable materials.

## PUBLIC FACILITIES AND INSTITUTIONS

This designation is intended to provide for educational, governmental and institutional uses not normally accommodated in offices provided in the general commercial area, such as schools, public works and utilities yards and maintenance buildings and hospitals.

## LOCAL RECREATION AND OPEN SPACE

This designation is intended to identify and preserve lands in public park and playground uses or needed in the future for such uses. Such uses may be provided in areas zoned for residential development where not specifically designated, especially in Planned Development Districts. Permitted uses would include public recreation facilities, including related structures.

## RIPARIAN HABITAT

This designation is intended to preserve and protect the existing riparian corridors associated with two perennial streams (Frenchmans Creek and Pilarcitos Creek, including the Arroyo Leon tributary) and one intermittent creek, Arroyo Canada Verde. Generally, this designation is intended to restrict intrusion into the riparian



corridor as defined in Section 3, and by the Habitat Areas and Water Resources Overlay Designation.

#### BEACH ACCESS ROUTE

This designation is specifically intended to identify primary and secondary access routes from Highway 1 for visitors to the regional recreation area, as discussed and provided in detail in Section 2, Coastal Access and Recreation, and Section 9.3.2, Planned Development Districts. Primary access routes are those which terminate at major parking facilities; secondary access routes terminate at designated minor parking facilities.

#### BEACH PARKING

This designation is intended to indicate the generally appropriate locations and scale of day-use parking facilities to provide for adequate visitor access to the regional recreation area, in accordance with policies to protect habitat and other environmental values. Two levels of parking intensity are designated; major parking facilities may have as many as 200 spaces; minor parking facilities may have 50 spaces or less. Designations are tied to the location of primary and secondary beach access routes. Specific standards are indicated in Section 2.

#### OVERLAY DESIGNATIONS

Overlay Designations are found on the following Land Use Plan Maps: Habitat Areas and Water Resources; Visual Resources; and Geologic Hazards. The purpose of Overlay Designations is not to designate specific uses; they are intended to indicate specific constraints on uses permitted by the primary land use designations. Specific policies in the Land Use Plan provide the basis for application of such designations.

Section 1.01: Introduction

## Section 1.02: Scope

The purpose of this document is to provide a comprehensive overview of the project's objectives, scope, and deliverables. This document will serve as a reference for all project-related activities and will be updated as the project progresses.

## Section 1.03: Objectives

The primary objective of this project is to develop a robust and scalable system that meets the needs of the organization. The project will focus on the following key areas:

- System Architecture
- Database Design
- User Interface Development
- Integration with Existing Systems
- Performance Optimization

## Section 1.04: Deliverables

The project will deliver the following key components:

- System Architecture Document
- Database Design Document
- User Interface Prototype
- Integration Plan
- Performance Test Results





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